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ABSTRACT

This document aims to help agencies adapt to supported employment by considering how to manage both the timing and the processes used in facilitating change. It provides a systematic evaluation of the administration of supported employment. Supported employment administration is compared to administration of traditional vocational rehabilitation programs. Strategies are provided for supervising staff, negotiating with funding agencies, and allocating resources. The text is organized so that portions of it can be used as working documents for executives, mid-level managers, and supervisors as they plan for supported employment. A chapter titled "Managing Change: The Challenge to Executive Leadership" discusses the role of vision in management, the role of mission in management, strategic planning for supported planning, guidelines, and resource management. The implications of supported employment programs for mid-level facility managers are then discussed in a chapter titled "Managing Discrepancies: The Mid-Level Management Challenge." Changes needed in the roles of traditional government funding sources in order to provide intensive initial job site training and continuing long-term support are examined. Ways in which supported employment redefines and challenges supervisory management to be more flexible in staffing and personnel retention are reviewed. An appendix contains a form for supported employment self-diagnosis. (Includes 37 references) (JDD)

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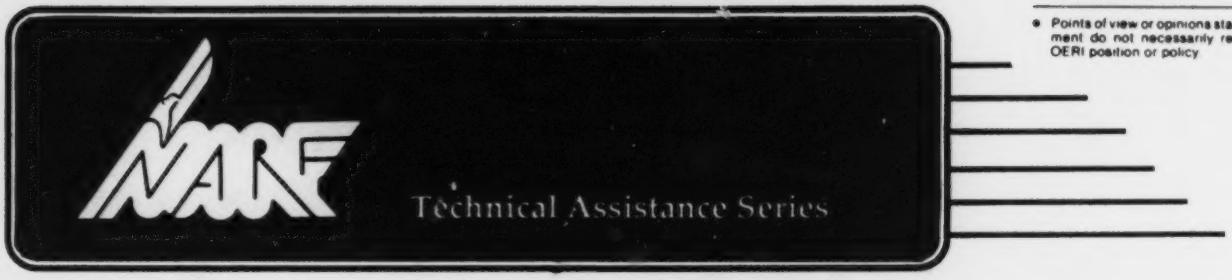

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Effective Management of Supported Employment

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Foreword

Vocational rehabilitation facilities, regardless of their size and program focus, are involved in supported employment. Their interest includes the expansion of existing community integration strategies as well as the development of new programs and services (Ansley, Lapadakis, & Lowitt, 1981; NARF, 1989b). In 1988, a survey of supported employment providers identified 1986 as the year most programs entered into supported employment as defined by federal regulations (34 CFR 363). Although a relatively recent phenomenon, growth trends have led to predictions that within a few years supported employment could be used for as many as 50% of the adults with developmental disabilities who are served in vocational rehabilitation programs (NARF, 1989b).

The purpose of this document is to help agencies adapt to supported employment by considering the broader context of management effectiveness, including management of both the timing and processes used in facilitating change. The objectives of this focus are to increase the success of supported employment while also easing the management burden that occurs with supported employment. The criteria for success include obtaining and retaining competitive jobs for individuals with severe disabilities in the community. Indicators of success are the jobs and wages obtained; the number of hours worked; health, insurance, and vacation benefits received; the decrease in assistive rehabilitation supports over time; and the levels of disability served.

This monograph is designed to assist rehabilitation providers with a systematic evaluation of their administration of supported employment. An emphasis has been placed on a comparison of supported employment administration to administration of traditional vocational rehabilitation programs. The monograph also provides examples of effective strategies for supervising staff, negotiating with funding agencies, and allocating resources. Effective Management does not provide a complete review of supported employment administration, A-Z, but rather serves as a primer, providing a starting point for improvements. NARF currently is preparing two additional publications with further administrative guidelines--these publications will focus on stress management, job coaching, and matching executive style to community alternatives.

C

CHAPTER 1
INTRODUCTION

Supported employment challenges rehabilitation managers as has no other program innovation in recent history. It impacts every level of management. From the strategic organizational planning conducted by the CEO through the staffing, directing, and program evaluation of mid-managers to the hiring, scheduling, and performance evaluation responsibilities of site supervisors, supported employment challenges traditional rehabilitation facility management philosophy and practice.

Supported employment not only seeks to serve its consumers, it aims to empower them to specify the outcomes they value and to participate proactively in programs attaining the desired outcomes. Supported employment is the first approach to services that does not seek integration, it requires it as a process. It requires truly *individualized* rehabilitation.

Supported employment services tie program operations more tightly to local communities and economies than previous program models. By doing so, the door to innovation and change is thrown wide open. Concomitantly, more flexibility is demanded on the part of facility managers than they have previously been required to demonstrate.

Supported employment, as a program innovation in rehabilitation, creates new organizations expressly to provide it, increasing the participation of local government agencies as service providers and forcing reexamination of organizational practices within established provider organizations. Regardless of the degree and types of change relevant to the individual agency, *change presents a challenge to program managers and agency administrators in the effective management of change itself.*

The Complexity of Change

The complexity of the changes that administrators of programs including supported employment are facing is illustrated by the variables and factors in Table 1. Developed by Mason (1990b), Table 1 provides a grid for identifying areas of management competence. In today's world managers are facing the need for rapid

organizational change within a culture of rapid change. Table 1 portrays a part of this dynamic and a way to explore the multiple impacts of changes on organizations by examining the relationship of demographic variables on changes needed for effective management of supported employment.

TABLE 1

VARIABLES TO CONSIDER WHEN EXAMINING MANAGEMENT COMPETENCE [1]

(Management Competence)

(Variables)	Staff Recruitment Hiring Retention	Training	Fiscal Management	Strategic Planning	Organizational Leadership Development
Regions of U.S.					
Unemployment Rates					
Local Work Force Needs					
Type of Disability					
Level of Disability					
Type of Employment					
Employment Outcomes					
Organizational Size & Structure					
Years of Operation					
Extent of Supported Employment					
Models/Approaches to SE					
Extended Service Arrangements					
Program Innovations					
Competition					
Costs					
Consumer Outcomes					
Funding Sources					

[1] Developed with assistance from the Supported Employment Panel of Experts Blue Ribbon Task Force on Management Effectiveness for the National Panel of Supported Employment Experts (Mason, 1990).

Administrators can use Table 1 by considering the variables down the left hand column--such as unemployment rate--and how they effect the factors across the top of the grid (i.e., staff recruitment and retention, training, fiscal management, etc.). For example, in areas with high unemployment, staff recruitment may be relatively easy and fiscal management may be facilitated by low staff salaries. The administrative challenges of supported employment, therefore, are to facilitate smooth and efficient operation of quality services amidst a multitude of ever changing internal and external events.

In response to the challenges of supported employment, the National Association of Rehabilitation Facilities provides this review of many of the significant management implications and innovations in supported employment. They are not presented as formal research findings or best practices. However, they are important pieces of the puzzle, necessary background information to promote continued adaptation, enhancement, and refinement of supported employment as a viable rehabilitation program option.

Levels of Challenges

At the level of executive leadership the challenge is the management of change. At *mid-levels* the challenge is to manage discrepancies. *At the supervisory* level, the challenge is the management of time.

****

THIS TEXT IS ORGANIZED SO THAT PORTIONS OF IT CAN BE USED AS WORKING DOCUMENTS FOR EXECUTIVES, MID-LEVEL MANAGERS, AND SUPERVISORS AS THEY PLAN FOR SUPPORTED EMPLOYMENT. RATHER THAN GIVE LENGTHY DIRECTIONS, WE HAVE INCORPORATED SPACE FOR PLANNING AND QUICKLY WRITING DOWN RELATED IDEAS THAT MAY BE STIMULATED BY THE MATERIAL WE HAVE PRESENTED. WE URGE READERS TO WORK QUICKLY RATHER THAN BELABORING THE PROCESS SINCE MANY TIMES THE IDEAS PRESENTED BRIEFLY IN ONE SECTION WILL BE EXPANDED WITH MORE OPPORTUNITIES TO DEVELOP IDEAS AS THE READER PROCEEDS THROUGH THE CHAPTER. WE ALSO ARE AWARE THAT THE READER'S BACKGROUND, EXPERIENCES AND NEEDS WILL VARY--NOT ALL EXERCISES WILL BE APPROPRIATE FOR ALL READERS--RESPOND SELECTIVELY TO THOSE OF VALUE TO YOU.

We begin the review with corporate level management.

CHAPTER 2

MANAGING CHANGE: THE CHALLENGE TO EXECUTIVE LEADERSHIP

Top non-profit managers are managers of change. They must guide their corporations to change the lives of their customers and staff in a world where the frequency and magnitude of the changes surrounding them seem ever to increase. Under these circumstance managers *must continuously integrate and differentiate their corporations.*

Edgar Schein of M.I.T. defines the challenge of corporate management as the *simultaneous internal integration and external differentiation of organizations* (Schein, 1985). By this he means that management must assure that each of the parts and all of the functions of the corporation fit together while simultaneously defining the boundaries of integration in such a way as to give *individuality, personality, and differentiation* to the corporation. In a world of change, management must continuously adapt and change to achieve this needed integration while maintaining the necessary differentiation.

The Role of Vision in Management

Integration and differentiation in not-for-profit organizations are the results of the interplay between the "vision" of the leaders of the corporation and the formal "mission" of the organization. Both mission and vision become templates of change.

Much of recent management literature focuses upon the need for leaders to hold a vision of the future and the place of their corporations in it. Peters, writing in **Thriving on Chaos**, approaches vision in this way:

> *In a time of turbulence and uncertainty, we must be able to take instant action on the front line.* But to support such action taking at the front, we must have a clear understanding about what the organization is trying to achieve. *We must:*
>
> - *Develop and live an empowering vision...* Look inward, work with colleagues, work with customers, work with everyone to develop and instill such a philosophy and vision.
> - *Ensure that the vision is* at once (1) *specific* enough to act as a "tie breaker" (e.g., quality is more important that volume) and (2) *general* enough to leave some room for the taking of bold initiatives in today's ever changing environment.

- *Become the vision's foremost itinerant preacher*: do not let a single day go past without taking at least two or three opportunities to deliver your three minute "stump speech" on the vision and to "showcase" events and people (small events and front-line people rather than big events and senior executives) that are illustrative of initiatives which support the vision. (Peters, 1987) [italics ours]

Hickman and Silva, in Creating Excellence speak of *vision as a journey*:

> *Vision is a mental journey from the known to the unknown, creating the future from a montage of current facts, hopes, dreams, angers, and opportunities. (Hickman and Silva, 1984)*

Psychologist Warren Bennis, after studying ninety top leaders in an effort to isolate the qualities shared by visionary leaders, which make them successful agents of change, concluded that effective leaders:

- Hold compelling views of the firm's future.
- Translate their vision into reality by concentrating upon a limited number of key success indicators.
- Remain deeply involved at the very heart of things, spurring the actions necessary to carry out the vision.
- Motivate employees to embrace their vision.
- Constantly articulate the vision so that it permeates all organizational levels and functions, taking the organization where its never been before. (Bennis, 1985)

It is clear that the vision of the leader of a supported employment program is vital to its integration and differentiation and the eventual changes it works to make in the lives of its customers. As those associated with the program learn of the vision from the leader, they are able to see supported employment as a distinct service within a larger array of service options.

In his insightful book, **Hey, Wait A Minute**, John Madden quotes the legendary Green Bay Packer coach Vince Lombardi on vision and leadership:

> *The best coaches know what the end result looks like, whether it's an offensive play, a defensive play, a defensive coverage, or just some area of the organization. If you don't know what the end result is supposed to look like, you can't get there. All the teams basically do*

> *the same things. We all have drafts, training camps, and practices. But the bad coaches don't know what the hell they want. The good coaches do.* (Madden, 1985)

Despite the colorful language, the notion that a leader is a coach who directs the team to a clearly defined result is supported by many successful managers and corporations.

In this *era of "rights, risks, and responsibilities"* (Mason, 1990a) brought about by a rising wave of consumerism and articulated most clearly in the Americans with Disabilities Act, a number of common attributes appear frequently in the visions of supported employment leaders. Their visions describe organizations with the characteristics such as those listed below (check those that apply to your organization):

___ Consumer Driven and Consumer Empowering
___ Integrated into the Local Business Community
___ Diversified in Services and Employment Options
___ Efficient in Resource Utilization
___ Flexible in Structure and Processes
___ Concerned with Quality of Life
___ Focused upon Outcomes

These visions are value driven and reflect many of the principles articulated in the **Principle of Normalization and Social Role Valorization** by Wolf Wolfensberger as well as the later writings of John O'Brien, John McKnight, and Robert Perske. O'Brien, McKnight, and Perske through their writings and seminars have presented consistent values: walk with consumers, share their journey, and break down barriers to their full integration and participation in society. **Ideas for visions:**_____

_____

_____

The Role of Mission in Management

It is usually not enough for a visionary leader to create, share, and act upon a personal vision. The vision, if it is to endure and prevail in its changes, must be institutionalized within a group or body of individuals. It is at this point that corporations (corpus = body) become important.

The corporate equivalent of vision is mission.

It is by their missions that organizations achieve Schein's internal integration and external differentiation and become effective agents of change.

Many rehabilitation facilities were established in the late fifties and sixties. As part of their original development, mission statements were written into the by-laws of these corporations. The mission statements often articulated the need to provide employment, training, and social recreation activities to adults experiencing disabilities in communities where such opportunities were totally unavailable. These missions were developed prior to the changes created by the Education for All Handicapped Children Act (PL 94-142) or the deinstitutionalization of large residential institutions and before the concepts of risks and empowerment were fully accepted.

Many organizations reviewed and changed their mission statements in the seventies when funding for rehabilitation services increased and new and expanded services (particularly residential and independent living) became possible. They often included normalization as a guiding principle and integration as a goal.

The achievements of supported employment programs and the passage of the Americans with Disabilities Act once again require re-examination and possible change of the mission statements of rehabilitation service providers.

The success of supported employment programs in moving adults experiencing disabilities into the mainstream of the labor market of their communities merits reconsideration of (1) current resource allocations between facility-based and community-based services and (2) the match between mission statements and services.

The increased wages earned by many supported employees calls for reconsideration of our current system of funding services, a system which removes decision making from the hands of consumers and places it instead with counselors, interdisciplinary teams, and agencies. However, the demonstrated capacity of individuals experiencing significant degrees of disability to gain success and acceptance in integrated work, living, and recreational settings demands elimination of all artificial barriers to their full inclusion in society. The rehabilitation field is moving to a time in which consumers will no longer be excluded from purchasing the services they wish to receive.

The Americans with Disabilities Act confirms the civil rights of individuals experiencing disabilities. The Act fully empowers the citizenship of individuals experiencing disabilities. It promises full access to employment opportunities, services of local and state government programs, public accommodations, public transportation, and telecommunication services. These promises open new doors for advocacy and create new opportunities for services and supports. Facilities may wish to re-examine their traditional roles and current mission because of this landmark legislation.

Examine your mission statement. Is it adequate?____ideal?___ Possible changes:

_____

_____

Strategic Planning

Pfeiffer defines strategic planning as follows:

> Strategic planning is the process by which the guiding members of the organization envision its future and develop the necessary procedures and operations to achieve that future. (Pfeiffer, Goodstein, & Nolan, 1985)

The strategic planning process requires a corporation to look deep inside to rediscover its values and beliefs. It lays bare the driving force that motivates corporate action. At the same time, the many forces at work in the environment, which may impact positively or negatively upon the corporation and its mission, also must be examined. As such, strategic planning is the perfect process to employ when considering adding, expanding, or adopting a new service methodology such as supported employment.

Although some managers previously may have had negative experiences with long-range planning, we urge administrators to become actively involved in strategic planning. With strategic planning, once significant trends and forces impacting the corporation have been identified, administrators initiate activities and manage responses to obtain desired outcomes.

Well-designed strategic plans are the tools of the trade--they can make a difference. Leaders use them. Businesses use them. Strategic plans provide a guide to harnessing energy and concentrating resources to solve problems and move forward. Strategic plans provide blueprints for implementation and mechanisms for *making strategic choices*. Such blueprints also provide a basis for making tough choices and rejecting courses of action that divert resources and energy.

While a change embodied within a decision made in a long-range plan may not be implemented for a year, two years, or five, *a strategic decision could be implemented this afternoon*. With strategic planning, planners attempt to find the *ideal time* for implementation of certain activities. This process involves pacing the implementation to take advantage of opportune moments.

The Gains of Looking Inward

Rehabilitation facilities are not simple machines. They have become complex organizations with large budgets, many personnel, multiple customers and competing demands and responsibilities. To project such organizations into a desired future, it is first necessary to understand them. It is necessary to take the blinders off, to question everything of importance, and to accept nothing as absolute.

Respond to the following questions that Hickman and Silva (1984) recommend that organizations examine as they look inward (planned introversion):

- What do your customers really want? How do they value what you offer? Can you give them greater value?_____
- What are the reasons for your past successes and failures? How do you know?_____
- Who are you as an organization? How do you honestly feel about yourselves? How vital are you? _____
- When tough decisions are made, what is the real bottom line (driving force)?_____
- Is your mission current and appropriate? _____

From careful self-examination can come a renewed knowledge of the resources and liabilities of the organization, a heightened awareness of its values and rewards systems, and an honest assessment of its accomplishments.

The New Realities Glimpsed through Looking Outside the Organization

A process that looks inward, but not outward, is incomplete and provides a distorted basis for planning. After completing the introversive process of self-examination, strategic planning moves on to examine the external universe of the corporation.

Identify specific external factors that should be addressed during strategic planning:

- o Demographic, economic, and social trends that will shape society: _____
  _____
- o Present and probable future needs of current customers: _____
  _____
- o Present and probable future needs of potential customers: _____
  _____
- o Life cycles of current and anticipated products and services: _____
  _____
- o Present and future stockholders: _____
- o Competition and competitors: _____

Two significant changes are occurring simultaneously in the American population. On one hand we are aging, on the other our workforce is becoming more female and more minority in nature. These two changes are already impacting on products, services, and the labor force.

What are the implications for facilities?

As the current customers of your services "age out," who will be your new ones? Will you change your services to meet the changing needs of your current customers as they age from adulthood to maturity? _____
What service needs will your present and future customers share, if any?
_____
As your customer base and service base changes, will you encounter new competition and new competitors? _____ **If so, who?** _____
What will be the impact: _____

A survey of the changing external environment can bring the rehabilitation facility into close contact with those who care about it (stockholders), those who support it (customers, payment sources), those serving the same market (competitors), and those influencing it (regulators, accreditors, etc.). The

viability of current services and products are tested against (1) the wants and desires of future customers and (2) the pressures of potential competition to process and identify the changes required to remain viable and vital.

Only after looking both inward and outward can the facility begin to think and to plan strategically.

Strategic Planning for Supported Employment Services

Three types of organizations currently provide the vast majority of supported employment services in America. *The first is the traditional rehabilitation facility*. This category of organizations includes sheltered workshops, activity centers, and adult day programs. Mason reports that about seventy-five percent of supported employment placements have been by these organizations (NARF, 1989b). *The second category of providers is composed of new corporations created expressly to provide supported employment services*. These are often very small organizations with no history and few assets. These organizations are dependent upon contracts and grants from government agencies, philanthropic charities, and insurance companies for financial support. *The third category of providers includes government agencies*. Included here are special programs operated by state and local governments, transitional programs managed by public and private schools, and programs operated by residential institutions to provide community-based employment to residents.

Regardless of the type of organization involved, here are a number of questions to ask and decisions to make as part of your strategic planning process:

1. Is the role of the service provider to "protect" or to "promote" people with disabilities? _____

2. Should people with disabilities make their own vocational decisions, be involved in the decision making process, or have those decisions made for them? _____

3. What is a good job and a good place to work for adults with varying degrees of disability? _____

4. Who should direct the individual program of rehabilitation services? The consumer? An advocate? Your personnel? The funding source? _____

5. What are the criteria for success? _____ Is one measure appropriate for everyone? _____ Is a job the be all and end all of life? _____

6. How much of the old saying "He who pays the piper calls the tune" should apply in supported employment service programs? _____

7. How do you balance earnings, hours, options, and integration in program services? _____

8. Under what circumstances will you deny supported employment services to a person experiencing a disability? _____

9. How important is the fiscal welfare of the corporation in supported employment decision making? _____

10. What about vocational evaluation, adjustment, job placement, and sheltered employment services? _____

These are truly strategic questions. The answers to them will be of profound importance to both the mission and the vision of the corporation and its leadership. They should not be taken lightly.

Programs considering expansion or development of supported employment also are well advised to consider the "life cycle of need" for the innovation being undertaken (Perkins, Neva, & Lawler, 1983). How long will the need last? Will the job coach be needed full-time at a particular site for several months? Will a separate supervisor be needed for supported employment and work adjustment activities for the next two years? Will employers need continual training or assistance or will they take over some functions?

Herrington (1987) stresses not only knowing the life cycle of the need, but how the need will change over time. Needs can be short term, decrease or increase over time, or fluctuate. Each has different implications for strategic planning.

Projected needs.	How long will each last?	How will the need change?

Once these questions are answered, the task of management is to develop and to implement a plan to create, maintain, modify, or replace the structures, personnel, non-human resources, processes, goals, and objectives of the corporation. These are the activities of management.

Questions of Structure and Supported Employment

If the vision of the leaders and the mission of the corporation support an approach to employment services employing a "place and train philosophy," which values integration at regular job sites and payment of regular wages, the strategic plan will include supported employment services.

The next question is, "What is the best organizational structure to provide such services to the people you wish to serve in your community?" Your ideas:_____

_____

The answer will be different for each agency, for each circumstance.

Assistance with strategic planning for supported employment is needed for many reasons. As the A.H. Wilder Foundation (1987), a private foundation serving over 1,200 nonprofit organizations annually, has stated:

> ...these organizations were asking, "How can we redesign our services and financing strategy to fit the community we serve and the current economic climate?" (p. 2)

Although several resources have been developed for planning for conversion to supported employment (Gardner, Chapman, Donaldson, & Jacobson, 1988; Jacobson, 1987; NARF, 1988), rehabilitation facilities continue to need assistance.

Parent, Hill, and Wehman (1989) have examined the *conversion process* and identified seven critical questions to answer and steps to follow. Consider your current vision of supported employment (whether it is conversion or something else) and briefly answer the questions below.

1. What is your goal?_____
2. What management reorganization is needed? _____
3. What are the related staff training needs? _____
4. What funding is needed? _____
5. How will the program be implemented? _____
6. What interagency agreements are needed? _____
7. What evaluation measures will be used? _____

These steps can assist with a plan for developing or expanding supported employment, *even if total conversion isn't the objective*. Developing plans for the seven steps, with due consideration of timing and pacing the change and the impact of external events, can provide a strategic plan for an organization.

Barriers

Gardner et al. (1988) have identified four potential barriers to supported employment implementation: *attitudinal, administrative, experiential, and logistical obstacles*. The best planning occurs with adequate consideration of both needs and barriers. Barriers to your plan:_____

_____

_____

As Hackman and Suttle (1977) have indicated trust, collaboration, and open confrontation of conflict must occur for an organization to become continuously adaptive. Strategic planning can be useful in targeting particular strategies to overcome resistance, developing trust and collaborative efforts, and becoming continuously adaptive. Strategies to overcome resistance: _____

_____

_____

Guidelines

One of the best guidelines for the strategic planning process can be located in Information and the Future (Wygant & Markley, 1988). That model starts with a definition of the context: what are the needs and nature of the target audience? _____, the resources and constraints? _____ _____, the criteria to judge effectiveness? _____ _____. According to Wygant and Markley's guidelines, once the context has been defined, consider the following:

- The likely future of supported employment._____
- The preferred/feared future of supported employment. _____
- Factors that have previously controlled supported employment. _____
- People and institutions who will strongly influence supported employment. _____
- Who has a strong stake in supported employment? _____
- What are the emerging trends, issues, policies, and other forces? _____
- Who is most knowledgeable about these issues? _____

Answers to the above questions would then form the basis for understanding implementation within a broader context. *Specific components of supported employment such as job development, staff retention, and funding can be approached with the same considerations.* In each case, the answers provide valuable information for planning and developing strategy.

Another valuable resource is Total Business Planning (Burton & McBride, 1988). That text contains numerous forms to assist with strategic planning and uses a process that begins with identifying visions, commitment, and constraints.

From NARF's vantage point two critical factors have been overlooked with much of the advice-giving regarding conversion to supported employment and strategic planning. These factors are:

1. It isn't assistance with conversion to "supported employment" that is needed, but rather assistance in selection of "one of many alternatives."

2. The process could be enhanced and support gained through pairing this "alternative selection" with an analysis of "management style" and assistance in mid-life career development.

> Pairing supported employment alternatives with management style may reduce the unpleasant threat and risk of proceeding into the unknown. Instead, a careful analysis could be used to match the executive's talents, the organizational strength, the local community's resources and limitations, and the needs and desires of the consumers.

Although executive style has not been described here, reevaluation of executive management style and preferences as well as examination of alternative career paths should facilitate implementation of supported employment and the corollary adaptation to change. For example, many managers have identified their styles as authoritarian, participative, or facilitative. Administrators also are described as task-oriented or person-oriented. *Addressing preferred management decision making and employee interaction style may assist* in creating a better fit between the executive director's styles and preferences and the specific business path. Texts such as Normann (1977) and Drucker (1966) present information that may be helpful to the executive director in reviewing his/her style and attempting to match it to organizational paths.

Preferred management style:_____ **Relationship to alternatives for supported employment:**_____

(We have not provided a detailed description of this process. If you lack the experience or knowledge to answer these questions, refer to the references provided or call NARF for assistance).

Review of recent management literature from Drucker to Peters to Odiorne (1981) indicates support for "flat organizational structures" with fewer mid-managers and increased direct communication between the top and the bottom levels of the organizational pyramid. Many authors even suggest turning the pyramid upside-down. Potential implications for your organization:_____

Obviously, a new startup corporation created solely to provide the single service of supported employment will find it easier to create the suggested **lean, mean machine** than a facility that has been providing services for forty years through a traditional pyramidal organization. *Creation seems easier than correction.*

Another popular structural paradigm, based on the belief that bigger isn't better and that small organizations can be more effective than large ones, requires *breaking existing large complex organizations down* into a number of *smaller, less complex specialized semi-autonomous units.* The units are related to each other through a shared mission and dependent upon a centralized administrative unit. Such organizations often are highly flexible, capable of increasing and decreasing in size simply by adding or deleting units.

Corporations using the flexible structural model that subdivides tasks are often able to take risks by isolating them into "skunk works" (Peters, 1987). Skunk works relates to a special unit where creative risk takers indulge in research and development without committing or endangering the larger corporation. Companies such as 3M depend upon their skunk works for creativity and innovation. Your potential skunk works:_____

In these alternative structures, individuals who would function as mid-managers in traditional organizations take on greater responsibility and exercise greater freedom and flexibility as division or unit managers. They often function as leader-managers.

Considerations of organizational structure can be as straightforward as the placement of a new supported employment program within an existing traditional table of organization:

- **Should it exist as a free-standing service?** _____
- **Should it be an "add-on" to existing rehabilitation services?** _____

The answers to these simple questions are important. If it a free-standing service, will it require its own manager/supervisor? _____ If it is an add-on and no new administrative personnel are required, will significant cost savings accrue? _____ What could the corporation do with the cost savings?_____

_____

If it is an add-on, what limitations will be placed upon its independence and potential for growth and expansion? _____

If it is a free-standing service, how will it interface with other components of the parent organization? _____

The strategic planning process provides opportunities for facility leaders to consider these and other questions before risking experimentation with their organization.

Staffing Is A Strategic Issue

After considering questions of structure, *strategic planning must address the staffing needs* expected to provide the designated goods and services to identified customers within the organizational structure specified by the planning process.

Several critical questions regarding staffing must be answered:

1. What new positions will be necessary because of the plan? _____
2. What combinations of skills and personalities are anticipated for each position? _____
3. How will existing positions and personnel be impacted? _____
4. How will new staff be recruited in a future where there will be more jobs than workers? (Hudson Institute, 1987) _____
5. What will it cost to staff the organization described in the plan? _____

_____

Experience in supported employment indicates that retention of direct line personnel (job coaches) is a major problem (NARF, 1989a). Unless the turnover problem is effectively addressed by the strategic plan, the future growth of supported employment services is in doubt. This is because turnover:

1. Is costly. The total cost to replace one position in a CARF accredited facility averages $4,500 (Crimando, Riggar, & Hansen, 1988).
2. Frequent turnover threatens continuity of services.
3. Personnel never gain enough experience to become fully productive.
4. Customers and employers are disturbed by the constant turnover of personnel which diminishes our relationship with them.
5. Each time we lose a good person, there is one less resource available to support people experiencing disabilities.

RESOURCE MANAGEMENT BECOMES MORE IMPORTANT

Each vision brings with it its own set of consequences for which the corporation must prepare in the planning process.

Part of strategic planning is a resource review. Corporate leaders must objectively examine the resources of the corporation and evaluate the effectiveness with which they are applied in pursuit and support of the mission.

In recent years, major corporations such as General Motors and IBM revitalized their strategic planning processes. After reviewing resource utilization they made substantial reallocations including:

1. Selling off excess plant capacity and reallocating workers to other duties and more profitable product lines. Feasible? _____
2. Modernizing plants and automating production and information management activities. Feasible? _____
3. Developing cooperative alliances with previous competitors. Feasible? _____
4. Offering early retirements to reduce current payroll while creating a younger workforce. Feasible? _____

In a world where competition is now global, our major corporations are seeking ways to gain as much as possible from every available asset and resource.

The strategic planning process provides opportunities for rehabilitation facilities to conduct similar reviews of the utilization of their assets and resources.

The strategic planning process requires answering questions such as these:

1. Will current resources be appropriate to the organization we envision in the future?
2. Can current assets be reinvested to provide greater returns on investment?
3. How much does our current resource and asset management strategy contribute to the flexibility we will need to thrive in the future where the rate of change will quicken and survival will depend upon adaptability?

In many communities the primary asset, as well as the principal liability, of the rehabilitation facility is the same thing--the property holdings of the corporation. While the estimated value of property may represent the preponderance of the fund balance appearing on the balance sheet, the asset is

untouchable unless and until it is sold. On the other side of the sheet, mortgage payments, maintenance, costs of heating and cooling, etc., are often so costly that they contribute substantially to nagging cash flow problems. Can a corporation that isn't sure it can meet its bi-weekly payroll confidently create a future?

Supported employment advocates ask that facilities consider ways to invest assets that are now tied up and unavailable in property, plants, and equipment to work to benefit people with disabilities.

This is not to say that facilities will, or should, liquidate all of their fixed assets. Consider this real life scenario:

> A new startup supported employment provider sought to allocate as many resources to direct services as possible. As a result it rented space, furnishing, etc. It held no tangible assets other than office equipment.
>
> When, after several months, the government check for provision of individualized supported employment services did not come on time, the provider could not make payroll.
>
> The Director went to a nearby lending institution, which employed a supported worker in data processing, to obtain a limited line of credit. With no tangible assets, the application was denied!

In other communities facilities have reduced the floor space within the facilities allocated to their business and rented the excess space to other firms. In this way the building earned additional income without additional expense.

Evaluation of your status and needs:_____

Goals and Objectives in Strategic Planning

Another misunderstood part of strategic planning is the setting of strategic goals and objectives. In the late seventies and early eighties corporate America went "plan crazy." Planning departments mushroomed in size and influence. As a consequence, some corporations produced strategic plans as large as the Manhattan Telephone Directory.

In one classic example, General Electric, which was widely acknowledged as the best managed company in America, devoted so much time and effort to the planning

function that no time and few management resources were available for implementation.

G.E.'s products, fortunes, and reputation declined. Strategic planning got a bad reputation. The chief executive was replaced.

Why did they become "plan bound"? They tried to prepare strategic plans with the same specificity as their operational plans.

> *Tom Peters tells his many corporate customers that strategic plans can direct companies to one of three outcomes. That's it. According to Peters, a strategic plan can lead a corporation to become a:*
>
> - State-of-the-Art, Leading Edge Innovator
> - Market Dominator
> - One of the Pack (Peters, 1987)

State-of-the-art innovating companies are exciting places to work. They attract and require highly energetic, intelligent, creative people. They rarely become large, often lose money, and more frequently than not go out of business after a few years. We all remember the DeLorean automobile company, don't we? We can still see one of their products in the "Back to the Future" movies. Beautiful, but bankrupt.

Market dominators learn from the mistakes of innovators and plan ways to provide products of uniform quality at attractive prices. They require effective managers who can make the train run on time, not design a bullet train. An everyday example is the Golden Arches of McDonald's.

While being "one of the pack" may not sound attractive, that is what most corporations are. They move when their competitors move. They imitate far more than they innovate. They do what needs to be done to gain an acceptable market share. Is there really much difference between Wards, Sears, Caldor, K-Mart, and Jamesway?

Depending upon the strategy selected, the process of strategic goal setting is one of developing a series of descriptive statements against which the corporation can measure its reality at any time.

Here are a few sample strategic goals for a corporation planning to be an innovator in the field of grocery retailing:

Goal One: Employ state-of-the art automation techniques in every aspect of our business.

Goal Two: Be the first grocery retailer in our market to offer new shopping services to customers.

Goal Three: Be at least three years ahead of our competitors in service innovations and use of technology.

Areas for possible innovation: _____

_____

Compare your goals and the examples above to the goals of a company planning to be a market dominator:

Goal One: Hold the largest market share of retail customers of all groceries in our market area.

Goal Two: Average a net annual operating profit at least twenty percent greater than any other competitor in our market.

Goal Three: Maintain corporate growth and expansion sufficient to average a two percent annual increase in market share.

Areas for potential market domination: _____

These goals do not contain the specificity of the operational plans to which we are accustomed. However, they clearly describe important characteristics of the company they wish to become. These goals can be used as mile posts to measure the success of the annual operating plans. They are not rigid or detailed. The details will appear in the annual operating plans.

Strategic goals and objectives for providers of supported employment services might address issues such as:

- The *percentage of individuals who will be served* in facility based and community-based programs.
- The *range of supported employment program models* to be operated by the facility and the relative distribution of employment opportunities in each.
- The *relationships to be created* between the facility, potential sources of funding, customers, advocates, and others.
- The *percentage of revenues and expenses* to be attributed to supported employment programs.

With the identification of the goals and objectives, the preparation of the plan is almost completed. All that remains is the fiscal picture.

The Strategic Fiscal Picture

Once the issues of structure, staffing, goals, and objectives have been settled, the executive must complete the strategic plan by drawing the bottom line. This is best accomplished in strategic planning by preparing:

- A *fiscal timeline* indicating anticipated revenues and expenses at specific milestones as the corporation moves toward its vision.
- A *series of budgets* indicating sources of revenues and expenses as a result of meeting the goals and objectives of the plan.
- A *number of "go/no go" decision points* at which strategic decisions will be forced to implement or to amend the plan.

As the plan is implemented these fiscal controls will provide a consistent benchmark against which implementation outcomes and risks can be compared. *This fiscal accountability provides an objective basis for increasing, maintaining, or reducing services.*

A GENERAL MODEL FOR STRATEGIC PLANNING

All of this may seem complex. To help sort it out and to put it into perspective, facility executives may find the SOCA model for strategic planning developed by David Goodrick (1985) most helpful.

The SOCA model contains these four elements:

1. Scan the internal and external environment. What factors will impact the strategic plan?_____
2. Orient individuals, organizations, and stockholders for action. Possible ideas (how, what, when, where)_____
*3. Commit to action, motivate people, and mobilize resources.
*4. Act upon the plan.

* See the following two sections.

More information on the SOCA model will be provided in a forthcoming management publication to be published by NARF in the fall of 1990.

Gaining Commitment to the Plan

Following development of the plan, the *executive must gain corporate commitment* to make it happen. To do this, executives rely upon:

- Preparation of a Personalized Executive Summary.
- Staging an impressive "roll-out."
- Maintaining the commitment of the planning team.

It is standard practice for the executive to prepare a concise summary of the strategic plan to present both internally and externally. In the summary the executive expresses personal enthusiasm and total support for the plan. The summary is a general document and contains few details that will generate resistance. It is the first sales document for the plan.

Much hard work goes into strategic planning. The product--the strategic plan--needs to be introduced, internally and externally, in a manner that conveys its importance. It is not uncommon for large industries to cease operations for several hours (at tremendous costs) to present the plan to employees of all levels as part of the roll-out.

The executive also personally presents the summary to important individuals and groups as part of an effective roll-out.

Goodrick suggests these three techniques whereby executives can help gain commitment to the plan:

1. *Shorten communication lines* between managers and the key initiatives of the plan. Ideas? _____

2. *Implement informal information processes* for monitoring the initiatives. Ideas? _____

3. *Encourage flexible execution* and engage in actions that can adapt to changing and unpredictable circumstances (Goodrick, 1985). Ideas? _____

Acting on the Initiatives of the Plan

Without action, the plan is a work of fiction. The initiatives contained in the plan often represent major changes to the corporation and to the people it employs. It is therefore reasonable to expect and plan for natural resistance to change. To succeed, executives must carefully manage the change process.

Kubler-Ross, better known for her work with terminally ill adults and children, identifies *three stages in coming to terms with change*. They are:

1. Holding on to what is known.
2. Letting go of what can be no more.
3. Moving on into a future that is unlike the past. (Kubler-Ross, 1960)

In a world where changes are coming faster and faster, a corporation *cannot remain stagnant while* its internal and external environment adjusts to change by gradually moving through these three stages.

Nadler expands upon Kubler-Ross' simple three-stage adaptation to change process by identifying seven stages through which organizations pass as they come to grips with change. Try to identify the levels at which individuals and groups within your organization are currently functioning:

1. **Awareness** of the need to change and the dimensions of the change. Who is at this stage?_____
2. **Experimentation** with the changes in a boundable and manageable setting. Who is here?_____
3. **Understanding** of the change, its consequences, and implications. Who is here?_____
4. **Commitment** to change by leadership in a visible and significant manner. Who is here?_____
5. **Education** to formally acquire the skills and information needed to implement the change. Who is obtaining this education or ready for it?_____
6. **Application** to leverage issues whereby the new approach is applied to key issues through which support might be gained. Who is at this application stage?_____
7. **Integration** into on-going behavior so that the change becomes an unconscious part of the normal way of doing this (Nadler, 1987). Who is functioning at this stage?_____

Identify potential risks your organization faces in implementing changes related to supported employment (from Moore and Gergen, 1985).

1. Economic Risks :_____
2. Physical Risks :_____
3. Self-esteem Risks: _____

The role of management is then to minimize perceptions of these risks and to create an environment where the change will not appear as a threat in any of the three risk areas. The risks may be real. It may be impossible to eliminate or reduce them. But the human perception of risk can be managed to aid in adoption.

Moore and Gergen (1985) point out that not only must the technical process of change be managed, but *the human response to it as well.*

Goodrick suggests these six strategies to executives for initial action to implement changes (identify possibilities for your organization):

1. *Pre-empt competitors and resistors.* By taking the initiative it is possible to gain an advantage over significant opposition. _____

2. *Concentrate resources and pit organizational strengths* against the vulnerabilities of opponents and competitors. _____

3. Pursue action in a manner that is likely to *provoke the least resistance.* _____

4. Within value constraints, *use speed, surprise, or unpredictability* to maneuver past unprepared and unsuspecting competitors. _____

5. Place "side bets" to *reduce potential catastrophic risk and create additional options for the future.* _____

6. *Encourage flexible execution* and engage in actions that can adapt to changing and unpredictable circumstances (Goodrick, 1985). _____

Change is almost always difficult. *Successful executives seek ways to reduce the pain associated with it to an absolute minimum.* Understanding and flexibility, coupled with commitment to the vision and mission embodied in the strategic plan will go a long way toward creating the desired future.

Implementing the Change to Supported Employment

Several lessons can be learned from the experiences of the facilities participating in the OSERS Twenty-seven State Model Supported Employment Demonstration Projects with regard to implementation:

Don't Beat-Up Your Friends: In many instances supported employment advocates turned allies into enemies by attacking sheltered workshops as "prisons, warehouses, and sweatshops." This was not true and insulted and diminished thousands of people and corporations dedicated to improving the lives of people experiencing disabilities. Remember that about seventy-five percent of all supported placements have been made by these same organizations (NARF, 1989).

Don't Promise the Moon: Early supported employment enthusiasts promised that thousands of individuals experiencing severe degrees of disability had been held back by previous models and could readily be placed into competitive employment.

After more than five years, less than eighteen percent of those placed through supported employment programs are those with severe disabilities (Wehman, et al., 1989).

Remember Your Values: If one of the main values of your supported employment program is the provision of service and outcome options to individuals experiencing disability, remember that other rehabilitative services and other outcomes are viable alternatives to those available through supported employment.

Stay Flexible: Supported employment is a new and developing service modality. Nobody really knows the best ways to do it. Within acceptable limits of risk--experiment, adapt, modify and in other ways change and tinker with it. That is the way to discover its true potential and limits.

SUMMARY

In this section we concentrated upon strategic planning as an executive management process. We showed that strategic planning requires that facilities look both internally and externally before designing a future they will create.

The personal vision of leaders and the mission of the corporation were presented as the cornerstones of supported employment planning. The need to tackle the issues of structure, staffing, resource management, and goal setting was reviewed.

The importance of executive attention in plan implementation and avoiding creation of unnecessary resistance to change was discussed.

In the next section we will discuss the implications of supported employment programs to mid-level facility managers. Where supported employment calls upon executives to manage change, it challenges mid-managers to manage discrepancies.

CHAPTER 3

MANAGING DISCREPANCIES: THE MID-LEVEL MANAGEMENT CHALLENGE

Supported employment presents a set of challenges to facility mid-managers at least equal to those confronting chief executives. Along with the challenges are opportunities to resolve issues that have troubled facility managers for decades.

These challenges require the management of discrepancies - the differences between what was and what is; what is and what could be.

Perhaps the foremost challenge confronting mid-level facility program managers is the *inherent conflict between rehabilitation and production* seemingly built into the traditional workshop model. While conceptually working in a harmonious tandem, the reality is often that these two activities compete for priority, personnel, and resources. Mid-managers are all too familiar with questions such as these:

- **What's more important, getting the work out or training your client?** _____
- **How can you get the work out and continually place your best workers in other jobs?** _____
- **How can rehab and production staff find the time to communicate, much less work closely together?** _____

Supported employment, especially the individualized placement model popularized by Paul Wehman and the Research and Training Center at Virginia Commonwealth University, appears on the surface to be a solution to the production/ rehabilitation conflict.

In the *individualized placement model* both rehabilitation and production functions are combined in the single person of the job coach. The individual job coach is supposed to focus on the individual and assist the individual to be as productive as possible while training unobtrusively in an integrated community employment setting. These two objectives can be sources of conflict, as can be the need to meet employer's productivity standards and yet use workers with as severe a disability as possible. Job coaches are expected to juggle the two competing priorities and to resolve the discrepancies between the dual interests.

Bellamy, through the *bench work model* of supported employment, attempted to reduce the conflict in another way. The model delimits supported employment services to the training of individuals to complete highly specific technical tasks. Other non-task specific skills could to be acquired in other environments such as residential, independent living, and social recreation programs.

The *enclave model* seeks to transfer responsibility for production functions to the host industry, while the support functions of rehabilitation are to be provided by the facility through a program of long-term support, or by the host industry through its employee assistance programs or other means.

The *mobile crew model* seems to perpetuate the conflict, but reduces it by offering work opportunities and rehabilitation services in distinctly different locations. Work is performed at a variety of job sites while rehabilitation services are provided by facility-based case managers.

Does supported employment actually resolve or diminish the seemingly eternal conflict between rehab and production? An honest answer is that we don't know yet because other discrepancies blur the picture and distort both the processes and the outcomes.

Consider the relevance of discrepancies that confront mid-level facility managers charged with development and administration of supported employment service programs. Many conflicts can be traced to the following discrepancies between supported employment and traditional vocational rehabilitation services:

- The *philosophy* of supported employment--including who is served, how, where, and for how long--and the regulations which govern its provision. Relevance to your organization?_____
- The decentralized *staffing requirements of* supported employment. Relevance?_____
- A marketing emphasis on people, not products, with supported employment. Relevance?_____
- The situational evaluation technology and methodology of supported employment.Relevance?_____
- The previous independent *roles of funding sources* and the collaborative roles required by supported employment. Relevance? _____
- The *actual costs of services and the rates of payment* presented by government agencies. Relevance? _____

The Challenges of Regulations

The entire supported employment regulatory issue is complex and thus requires careful consideration. In some states, four separate sets of supported employment regulations are in place. *One set* of regulations was promulgated by Rehabilitation Services Administration (RSA) to direct the operation of supported employment services funded through Title VI-C of the Rehabilitation Act. These funds are transferred to the states on a formula basis for training and post-employment services for supported employment. A *second set* of regulations governs activities under the discretionary state model demonstration grants (Title III)

funded by RSA to demonstrate and institutionalize supported employment services. These grants are awarded on a competitive basis for specified time periods. A *third set* of regulations covers programs funded by State Developmental Disabilities Planning Councils to fill service gaps and meet unmet needs. A *fourth set* of regulations applies to special programs funded through state and/or county governments to extend supported employment services to individuals experiencing physical handicaps.

The confusion surrounding regulations is a symptom of both the relative youth of supported employment and its rapid growth. Supported employment is young and in many ways still in an experimental phase. With so much experimentation, conflicting beliefs about the best procedures, and competition in the field, policy makers have not yet established clear principles, guidelines, and directives.

Possible modifications in the regulations (34 CFR 363) implementing the provisions of Title VI, Part C, are presently being considered by the Rehabilitation Services Administration in an attempt to clarify their intent. It is anticipated that proposed regulations will be published in the fall of 1990 for public comment.

According to the initial Supported Employment Regulations (34 CFR, 1987), supported employment is defined as competitive work in an integrated work setting with on-going support services for individuals with severe handicaps for whom competitive employment has not traditionally occurred, has been interrupted, or is intermittent as a result of a severe disability. This includes transitional employment for individuals with chronic mental illness.

Under the current regulations, on-going support for persons other than those with chronic mental illness must encompass, at a minimum, job skill training at least twice monthly at the work site. Additional support services, either at or away from the job site also are allowable. For individuals with chronic mental illness, there are no requirements that the on-going support encompass twice monthly job skill training at the work site. The transitional employment model, which includes experiences with a variety of jobs, may be funded through supported employment for individuals with long-term mental illness. The current regulations allow federal vocational rehabilitation funding for the initial training (up to 18 months).

Unfortunately, the original supported employment regulations are unclear, or at least their application is something less than uniform. Specifically, the initial regulations:

1. Limit services to individuals with severe disabilities who can nonetheless work at least twenty hours a week in a competitive situation.

In some states this regulation is interpreted to mean that supported employees must work at least twenty hours of work each week beginning with their first week of employment. In other states, employment is required to average twenty hours over the period of covered employment. In yet other states, supported employees can gradually increase their hours until they reach at least twenty hours before VR sponsored services are terminated. This regulation--no matter how it is interpreted--denies initial opportunities to many men and women experiencing severe disabilities who must work a restricted schedule. This effectively undermines the intent of the supported employment program in terms of the population to be served.

How many hours a week do your supported employees work? _____

2. Limit the number of workers experiencing severe disabilities that can be employed at a single job site regardless of the size of the site and the total number of employees involved.

The issue that the Federal regulations attempted to address through "limiting the number to eight" is that of integration and participation in work and employment. A historical review indicates that until supported employment, "integration" was not a federally mandated intent in terms of outcomes. Rather the outcome was suitable employment in terms of the individual's vocational capacity. Given that framework, the supported employment regulations attempted to define integration in a way that would promote the underlying objectives of integration at the work place. Many advocates, including providers, saw this work place integration as a step towards opportunities for participation and inclusion in a range of normalized community activities.

"Regarding integrated work settings, NARF urges providers to refer to the actual regulatory language rather than considering only the "short hand" requirements of "eight or fewer supported employees per site." The Federal Register (34 part 363.7) refers to job sites where-

(1) Most co-workers are not handicapped;
(2) One to eight individuals are placed;
(3) Opportunities are available for regular interactions with non-handicapped persons.

If an individual is the single employee of a company, he/she may qualify for a supported employment placement as long as he/she has regular contact with non-handicapped persons at the work site.

If supported employees are working as part of a separate, non-integrated crew, the placement may still qualify as a supported employment placement if:

(1) there are no more than eight individuals with disabilities in this work crew; and

(2) these individuals with handicaps have regular contact with non-handicapped individuals. (NARF's paraphrase; Federal Register, August 14, 1987, Vol. 52, No. 157, p. 30551).

****

Examining the overall meaning of these regulations, NARF's interpretation of integration in supported employment is that no limitations are put on the numbers of supported employees per site, provided that 51 percent of the workers are not handicapped and individuals with handicaps have regular opportunities for interaction with non-handicapped individuals. However, as cited in the regulations, many possible arrangements can be made for supported employment, including in larger companies, several work groups of "eight or fewer." Again, the criteria is that these groups have regular interactions with non-handicapped co-workers. For example, in a company of 40 employees (with regular opportunities for interaction with non-handicapped co-workers), up to 19 persons with disabilities could be placed in supported employment at that site. The issue of eight or fewer is irrelevant as long as the individuals are not physically segregated from non-handicapped co-workers.

"The intent is a high quality of integration; NARF advocates careful consideration of the quality and extent of social interactions that occur in all supported employment sites. The intent is to arrange a social ecology so that employees with disabilities are integrated into social and work activities. This includes arrangements so that supported employees work side by side with non-handicapped employees, social interactions occur between persons with and without disabilities, and lunch and other breaks provide further opportunities for such interactions." (NARF, 1990, p. 3)

For the individual placement model, integration can be a concern, and the goal of inclusion and participation is a recognized part of the supported employment vision. Attention to a few details can assure greater integration with this model. *However, with enclaves, integration is a serious issue that unfortunately can be ignored. Individuals can be members of enclaves, employed in community settings, and yet have little opportunity for integrated experiences.*

Supported employment providers need to consider realistic ways to provide a high quality of interaction between employees with and without disabilities. The very nature of enclaves establishes some boundaries that will make this interaction more difficult. With enclaves, individuals with disabilities enter a workplace and sometimes operate according to separate rules and conditions--according to the supervisory standards of the enclave supervisor and according to the

requirement specified by the rehabilitation provider--not the host company. Sometimes enclaves are separated physically from the other activities, whether it be microfilming in a separate room or operating equipment in a separate area within a large room accommodating several manufacturing processes. With enclaves, persons with disabilities may end up being paid by the rehabilitation provider and not the host company and may even wear the uniform of the provider and not the company, further accentuating the differences between the enclave and other employees. We urge providers to clearly define the value of integration, its importance for supported employees, and ways to enhance its value for the individual.

****

How many individuals do you place per site?_____

How do your employees interact with non-disabled co-workers?_____

3. Access to VR funds for intensive on-site training can only be provided when an agreement is in place with a third party to support the costs of long-term follow-along.

In most instances, that third party is a state or county agency charged with providing entitlement services to individuals experiencing developmental disabilities. Individuals experiencing long-term mental illnesses or physical disabilities who do not also have mental retardation are not supported by similar entitlement programs and have sometimes been denied access to VR supported on-site training. New federal policy interpretations issued in June 1990 seek to clarify this concern. A person should not be denied access based on the availability of funds. However, it remains unclear as to how to proceed if long-term training funds are not secured. The most recent interpretation is that long-term support can be provided by family members, friends, and co-workers who can be considered as the long-term support mechanism.

Your long-term services?_____ Needs?_____

Implications for your selection of supported employees?_____

4. Nothing in the initial OSERS regulations directs state VR agencies to pay the actual costs of supported employment services to providers.

In some states VR agencies are offering a flat rate of $12.00 per hour for job coaching services, while in adjoining states facilities are paid actual costs ranging from $26.00 to $45.00 per hour. One state VR agency is attempting to train its own clients to become job coaches who it will then hire as independent contractors at minimum wage.

Your funding base? _____ Your actual costs?

_____

5. Even though the official OSERS regulations (34 CFR 1986) allow VR funding for supported employment training for up to eighteen months, many states

have in the past limited funding to the first sixty days of training, or until stabilization (defined as 80% task mastery) is achieved, whichever comes first. State VR agencies vary on their interpretation of allowable replacement training and are generally either reluctant to or refuse to re-authorize funding for retraining. Some data (Chernish, 1989) indicate that most supported employees over the course of four to five years will go through several placements in the community.

Many state VR programs continue to resist the concept of the recurring need for services throughout the life span, a concept well understood by developmental disabilities agencies. As a result, facilities are often unable to secure needed financial support to provide training on jobs after the initial placement.

While federal VR regulations place no limit upon the number of times a person may return for services, many state programs severely limit them to an arbitrary once, twice, or three times. It is as though they ignore the nature of developmental and chronic disabilities and the nature of employment in a changing world of work. Perhaps it is because of the predicted costs, waiting lists, and history of serving individuals from another client base--individuals with less severe life-long disabilities.

How many of your supported employees have moved to new employment sites requiring additional training?_____ How was that funded?_____

As a result of the discrepancies in regulations, supported employment program managers have had to create programs for consumers who:

- Have severe disabilities, but not so severe as to be unable to work at least twenty hours per week.
- Can work comfortably in community work sites where no more than seven other people have disabilities.
- Are simultaneously eligible for VR funding and for long-term follow up support by another agency of government.
- Can be adequately served for the fees and within the time lines available from VR.
- Are unlikely ever to leave their first job.

Under these "catch-22" circumstances, it is easy to understand why few people with severe disabilities are yet placed in supported employment positions, staff turnover is higher in supported employment than in other rehabilitation programs, many facilities are reluctant to make long-term commitments to provide supported employment services, and concerned families and advocates approach supported employment with some hesitancy. This is not to say that regulations are the root problem, for supported employment includes many challenges. Certainly regulations have assisted with providing a certain level of quality, even as they confused the field. This also is not to say that supported employment is not of tremendous value--only that it often comes prepackaged with difficulties.

THE CHALLENGE OF STAFFING

America's rehabilitation facilities are *facing a staffing crisis*. NARF chapters in many states report that members express growing frustration at their inability to maintain adequate levels and quality of staffing. Many service providers report direct service position vacancy rates of more than thirty percent and position turnover rates of three-hundred percent or more.

It is becoming increasingly difficult to attract supervisory and direct service personnel who are adequately prepared for their positions. Too often, ours is their first full-time job.

In its early stages, facilities staffed their supported employment programs with existing personnel. These first generation job coaches were often their best people. They wanted to do more, were highly flexible, consumer centered, and possessed a pioneer spirit. They were volunteers. Because of *high turnover*, some agencies are in their tenth and fifteenth generation and report increased skill and motivational problems.

In truth, supported employment positions are often *more demanding* than many facility-based positions. They require both rehabilitation and production knowledge and skills. They place significant time and task management requirements upon job coaches. Because they are often widely dispersed in the community, coaches exercise more independence and must accept more responsibility than their facility-based counterparts. They often make decisions that are traditionally made by supervisory personnel in facility-based operations.

According to the Supported Employment Panel of Experts, a leadership group which advises RSA on significant supported employment issues, the inability to get and keep trained personnel threatens the very future of supported employment as a viable program option. Your staff turnover rate is:_____

The discrepancy to be managed in this challenge is between what is needed and what is available.

In response to this challenge, facilities must seek out or provide the training and initial supervision needed to support their employees. Mason (NARF, 1989a) discovered that facilities provide an average of five days of training in their first year to new job coaches. This is woefully inadequate. The high turnover rates of staff and pulsity of individuals with severe disabilities placed are but two consequences of inadequate training.

RSA has acknowledged the need for training and technical assistance to create systems change. Training and technical assistance were available to executives, mid-managers, supervisors, and job coaches in the demonstration grant states. A category for long-term training in supported employment also was added to RSA's long-term training grant program. However, even these major efforts are insufficient.

NARF (1989a), in reviewing the personnel development practices of model supported employment programs, found that they:

- Sought out all available training in their state and in their region. What training is available in your region? _____
- Created and conducted their own training programs _____
  _____
- Matched experienced coaches with new ones to provide one-on-one training through shadowing _____
- Purchased available self-instructional materials in appropriate knowledge and skill areas _____

Many state chapters of NARF are seeking to help meet training needs and are sponsoring training for job coaches to supplement the RSA regional long-term training programs.

The remaining RSA supported employment model demonstration projects are winding down and with them much of the available training for job coaches, enclave supervisors, and work crew managers will vanish. To manage the discrepancy between the training needed and the training available, facilities must create ways to stabilize training and assure adequate staff preparation--many facilities are developing their own training programs for this purpose.

But facilities are doing more than beefing up their human resource development programs and activities to meet the staffing challenge. They are implementing a number of creative staffing approaches to make better use of current experienced personnel, gain the greatest benefit from new hires, and reach into new labor markets for talent.

The staffing model used by Community Services for Autistic Adults and Children (CSAAC) in Rockville, Maryland to staff a program specializing in services to individuals with autism is an example of creativity. With this model a talented behavior management professional supervises a number of high school and G.E.D. graduate job coaches. Prior to working with a consumer, each new job coach completes an intensive training program in behavior management that teaches the

exact procedures favored by CSAAC. High degrees of knowledge acquisition are required to pass the training and become a job coach.

Once a job coach begins working with a consumer, detailed records are kept on every aspect of teaching, learning, and job performance. These records are reviewed at least weekly, daily in many cases, by the behaviorist. Data are interpreted and specific new training instructions are issued.

This highly formatted and structured program is unusually successful serving individuals often judged to have disabilities too severe to be served by other providers with more educated staff. It succeeds where others fail because of effective training and supervision in the highly competitive and expensive national capitol area job market.

Just a few miles away in Manassas, Virginia the Didlake Center reaches out to a new labor market for its job coaches. Didlake actively recruits young married professionals who are not available for full-time jobs, but are highly interested in part-time, flexible employment. Again, after successful completion of an agency-designed training program, these young professionals (often with graduate degrees) become job coaches. However, they do it as independent contractors, perform to high standards, and exercise considerable independence. Facilities can reduce costs and stretch dollars by employing part-time job coaches on a contractual basis and thus reduce administrative overhead. However, the employment of part-time staff has its pros and cons and in many circumstances is not advisable as a primary strategy.

Facility mid-managers are coping with the staffing crisis through flexibility and creativity in every area of the country. These are but two of the many successful innovations facilities are making to manage the critical issue of staffing supported employment programs.

CHAPTER 4

HANDLING DISCREPANCIES: THE CHALLENGE OF CHANGING ROLES

Supported employment, with its need for both intensive initial job site training and continuing long-term support requires a change in the roles of our traditional government funding sources.

Vocational Rehabilitation purchases only time-limited services. It is accustomed to purchasing fixed priced items and services such as a hearing aid, sixteen weeks of adjustment training, and a four week vocational evaluation. It is not comfortable writing blank checks, even though some agency personnel believe that this funding restriction needs to be reconsidered.

Yet, providing time-limited services is the role in which the regulations place VR as the source of funding for initial on-site training. The amount of initial training time required varies with each consumer, site, job, and job coach. The state agency response to the discrepancy between the old role and the new one has been to place an artificial cap on the check, either in terms of weeks, hours, or dollars. Once the cap is reached, supported employment providers have been faced with negotiating for additional time and money, providing services free of charge to VR, prematurely switching to long-term support funds through the state DD agency, abandoning the consumer in the community, or taking the client back to the facility. Is an artificial cap operational in your state? _____ _____ If so, what is it? _____

Many VR agencies, after surveying the available research, determined that, on the average, initial job site training required between 140 and 170 hours of coaching time. Due in part to monetary constraints, VR agencies sometimes adopted the average as the cap. However, the actual data from which those averages were derived also indicate a significant range of distribution in the total hours required. Many consumers require less than fifty hours, while others require more than two hundred. This choice of the average, which at first may seem so reasonable, has resulted in many headaches and misunderstandings.

The principles of averaging and establishing caps, however, are not consistent with the individualization principle in the Rehabilitation Act of 1973; that is, services must be designed and provided to meet the individual's rehabilitation needs. This is an area in which some states have adopted policies to ensure efficient management of funds at the expense of the rehabilitation needs of their clients. A more suitable balance between these two factors--the individual's

needs and fiscal management--would further both the quality and success of supported employment.

As an alternative, facility mid-managers, in a number of communities, negotiate with their VR counterparts (1) a total pool of funding for supported employment services and (2) either a targeted number of hours of training to be provided or consumers to be placed. The task then falls to facility mid-managers and supervisors to "make" their targets. This is done by matching consumers, coaches, and jobs most carefully. What are your targets? _____ _____ How satisfactory is this process and its outcomes?

_____

_____

Facilities and VR offices are still searching for ways to manage the discrepancy between the "average" and the actual hours of needed service. Suggestions? ___

_____

Supported employment *also changes the role of state and local developmental disabilities agencies*. Their traditional role has been that of lead agency in the lives of their clients. *Supported employment requires sharing responsibility and decision making at both the state and local levels*.

Case managers and VR counselors must meet more often, negotiate more skillfully, and show more flexibility than in the past. Unless they do, facility mid-managers are caught in the middle between two important people and funding agencies.

A number of mid-managers avoid being caught in the middle by bringing consumers and their advocates into the negotiations between funders and the provider. The facility mid-manager then facilitates the discussion between government representatives and consumers with regard to provision, extension, termination, and denial of services. Such a position is consistent with the *empowering philosophy* of supported employment. Strategies for negotiations: _____

_____

The Challenge of Costing and Payment

A seemingly perpetual challenge facing mid-managers is the accurate costing of their services and recovery of those full costs. This challenge continues because of unresolved discrepancies, specifically:

1. The discrepancy between the way funders view facilities and the way they view other vendors.

2. The discrepancy between full payment and shared payment systems.

Managing A Tri-Lateral Partnership

Over the years much has been made at both the federal and state levels of the "Federal/State/Facilities Partnership." There is a long history of joint action and mutual support including:

1. Federal VR grants to facilities for buildings, staffing, equipment, innovations, and expansion.

2. Federal VR creation and maintenance of a national system for facility personnel training and technical assistance.

3. State VR certification of facilities as primary vendors of services.

4. Joint presentations to Congress and to state legislatures.

In this historic relationship many VR programs came to view facilities almost as an extension of their own agency. As part of this relationship, facilities and VR agencies both grew accustomed to an on-going relationship--a relationship of value to each. Facilities created the programs VR wanted, subsidizing those rehabilitation programs with income earned through commercial operations, donations, or fund raising when VR funding was inadequate. VR became accustomed to purchasing services at less than their real costs. Often, the more clients facilities served, the more facilities came to subsidize the VR program.

For many years, these special relationships continued despite the shrinking share of facility income derived from state VR services. However, to make ends meet, facilities developed closer relationships with state mental retardation, developmental disabilities, and mental health agencies. These agencies often provided the individual long-term funding support unavailable from VR, which purchased only individual time-limited services. The contributions from state agencies to facility income grew and grew. Conversely, in many regions, VR support shrunk--sometimes to less than 10% of facility operating income.

Because facilities became adroit at garnering funding, agencies have become accustomed to paying only a portion of costs and are sometimes unaware of the size of the facility contribution. In the highly competitive world of the 1990s, many facilities can no longer subsidize rehabilitation with production earnings. Those that do tend to have large work adjustment centers and have competitive production quotas to meet. Facility mid-managers need to be able to track direct costs accurately, assign indirect costs reasonably, and be aware of the relationship of the charge to each revenue source in comparison to actual costs of providing services. The costs paid through other avenues need to be tracked so no one is deluded about the actual costs. Effective planning is necessarily dependent on these cost data.

How are your costs recovered? _____

Sorting Out and Recovering Costs

Accurate costing of facility services has always been difficult for rehabilitation facility mid-managers because of these factors:

1. Everything from floor space to supervisors hinders determining costs as part commercial and part rehabilitation.

2. Funding is obtained from multiple sources for different services provided to the same consumer.

3. Indirect costs are associated with every direct cost, but there is no agreed upon methodology of allocation at the federal or state levels.

Few facility mid-managers are trained in cost allocation methodologies and only large facilities have been able to hire the skilled fiscal personnel necessary to assign costs professionally. Costing issues you face: _____

_____

Even when costs are correctly allocated, many cannot be recovered. When dealing with facilities, government agencies often specify the types of costs they will allow for reimbursement. There is little uniformity within the VR system in terms of costing. A reimbursable cost in one state may not be reimbursed in another. When a legitimate cost cannot be charged, a fair price is difficult to determine. Eventually, the facility assumes the cost which unfortunately is sometimes passed on as lessened quality or coverage.

Chernish (1989) indicates that many state agencies do not know the real costs of the services they purchase. State agencies have been concerned about the cost to the agency, not necessarily the costs of the facility to provide the services.

The discrepancy to be managed is between real costs and allowable costs.

The costing issue in supported employment is totally confused. The confusion began when Virginia Commonwealth University's Research and Training Center in Supported Employment published its original cost data on supported employment (Hill & Wehman, 1983). It showed costs of approximated $12.00 per hour for job coach time. VCU failed to mention that they were using graduate students earning slightly more than minimum wages and that other costs were not included because they were covered with grant funds.

The confusion grew when a graduate student at Southern Illinois University, Chow Lam, published an article taken from his dissertation purporting to show that supported employment services were less expensive than facility-based services. He omitted mention of the extensive use of volunteers in the supported employment program he costed.

VR agencies are paying between $4.00 and $45.00 for one hour of job coaching in the individual model of supported employment--and supported employment providers are accepting these rates. Even with the variations in costs, it is impossible for both of these rates to be accurate.

Many state VR agencies offer a flat rate of payment. Such payment policies ignore the differential costs associated with quality of staff, degree and type of disability of consumers, and costs of living in urban and rural areas. Our payment rate: _____

In Virginia, Connecticut, Minnesota, and a few other states, efforts are underway to develop costing methodologies acceptable to government and to service

providers. These methodologies will result in individual contracts and individual rates based upon proven cost accounting and cost allocation practices.

The discrepancy to be managed here is between what is most simple and convenient and what is most accurate and fair.

Every innovation is hailed by its creators and advocates. It is hoped that it will meet new challenges, resolve continuing problems and meet unmet needs. This is true of supported employment. Before it was really tested through large scale implementation we were told that supported employment would:

1. Meet the needs of a projected 800,000 special education graduates for job and vocational training without creating new and expensive facilities.

2. Place people with severe disabilities into competitive employment without any prior specific preparation.

3. Serve people with significant needs for one-to-one initial training and provide individualized long-term support at less cost than current facility-based large group programs.

4. Attract and retain a new cadre of bright, intelligent, dedicated staff who are willing to work irregular hours and be on call to provide training services in entry level service occupations and environments.

The discrepancy here is between what is hoped and what is real.

After five years of demonstration projects, there are few policies in place to guide facilities and government. Overarching discrepancies exist among the true human needs of individuals experiencing severe disabilities, the hopes of an over-burdened and grossly under funded federal and state multi-agency system of rehabilitation services, and the operational realities of individual community-based service providers.

Despite the difficulties, innovative mid-managers are solving many of the problems of implementing the changes necessitated by an emerging vision of a world of true equal opportunity and accessibility. They are finding the *pragmatic solutions* needed to enhance the options and opportunities available to consumers. They are managing the discrepancies between the old and new as have mid-managers dating back to the pyramids--one day at a time. Yet, operations often are fragile and the delicate relationship between costs and reimbursement remains a source of concern. With patience and flexibility, coupled with curiosity and an interest in innovation, many managers are making their programs work far better than reason would dictate.

VR and other agencies also are moving forward, examining practices, considering training needs of VR counselors, updating the skills of staff and problem-solving on many fronts. We applaud these efforts and firmly support steps by all to move towards practical and fair problem-solving.

SUMMARY

In Chapters 3 and 4, the challenges facing mid-managers of supported employment programs were presented as the management of discrepancy between what was, what is, and what could be. The discrepancies were traced to conflicts between the philosophy of supported employment and current regulations that inhibit it, traditional program staffing needs and those required in supported employment,

and the previous independent roles of funding sources and the new collaborative roles necessitated by supported employment.

Each discrepancy, its implications, and examples of creative, adaptive, flexible responses of facility mid-managers was discussed.

The need to develop coherent, articulated policies to manage, finance, purchase, and regulate employment programs in the future was reviewed.

In the next section, we will examine the challenges managed at the level of the program supervisor.

CHAPTER 5

THE CHALLENGE OF FLEXIBILITY TO PROGRAM SUPERVISORS

Supported employment redefines supervisory management in rehabilitation facilities. It creates a new reality for program supervisors.

Psychiatrists often use the *test of the three spheres* to assess the reality of a persons' basic orientation to life. To pass it, a person must know their:

1. Time: *When* they are.
2. Place: *Where* they are.
3. Person: *Who* they are.

Supported employment changes the hours, the locations, and the roles of work. By so doing, it disorients traditional facility supervision. Supported employment radically alters the reality of program supervisors. As a result, supervisors are confronted with fundamental changes in their positions. *It changes the game and rewrites the rules.*

Presence in Supervision

A cardinal rule of supervision dating back at least to the ancient Sumerians is:

"To be effective, supervision must be present."

A modern corollary is Woody Allen's...

"Eighty-five percent of success is just showing up."

In the past, facility supervisory personnel could count on working a conventional eight hour day. Each day began and ended at the same predictable time. The regularity of the schedule of the supervisor mirrored the regularity of the schedule of those supervised. In many facilities the direct service staff day included five hours of work with consumers, one hour of set up/clean up/and take down, one hour of breaks and lunch, and one hour for paperwork.

This world is turned upside down for staff and supervisors in supported employment programs. Staff work irregular hours--often more than eight hours a day or forty hours a week--odd days, weekends, holidays, and sometimes shift work. Coaches may be dispersed to many locations with each one working in more than one location each day.

In these cases, *"to be present is to be flexible."*

New supported employment supervisors seek answers to the challenge of presence when they ask:

- How can I ever get staff together for meetings and training? Ideas:_____
  _____
- How can I be as available to them as when we all worked the same hours in the same location? _____
- How can I evaluate their performance when their job changes so often?
  _____
- How can I assure that they are spending their time the best way possible?
  _____

Supervisors respond to the challenge when:

1. Job coaches are equipped with portable car phones (the cost is less than $199) so that a phone is always at their side. Feasible?_____
2. Coaches are called twice a day by their supervisors according to a schedule phoned in each morning by the coach based upon their schedule. Feasible?_____
3. Memos, etc. are distributed in written form and on audio cassette tape so that coaches can listen to them as they drive between sites, or to and from work. Feasible?_____
4. Staff meetings are held at work sites during lunch breaks, or at the end of shifts. Feasible?_____
5. Coaches are provided simple forms to categorize the activities they provide and their duration each day to each active client for billing and time management review. Feasible?_____
6. Coaches are provided laptop computers (cost less than $700) for reports, records, etc. which are dropped off at the office for typing, filing, and mailing. Feasible?_____
7. Employers complete evaluation reports on job coaches which are shared with supported employment supervisors and coaches. Feasible?_____
8. Training sessions are provided on video tape for coaches to use at home on a flexible schedule. Feasible?_____
9. Coaches complete self-assessment reports to help supervisors supply the support they each need and want. Feasible?_____
10. Extensive performance and outcome reports are provided by computerized systems in numerical and graphical formats to each coach on a weekly basis to support self-management and correction. Feasible?_____
11. Intensive training is provided to coaches before they begin to serve consumers and training becomes far more difficult to schedule. Feasible?_____
12. Supervisors periodically shadow job coaches for a half-day or day to re-emphasize the supervisory relationship and to experience first hand the job of each coach. Feasible?_____

Return to items 1-12. Which ones are you most interested in implementing? _____
_____ When?_____ Other possibilities: _____

These are just a few examples of how supported employment program supervisors show flexibility as they rise to the challenge of presence. More innovations are discussed in the NARF monograph on Exemplary Programs (NARF, 1989a).

****

Associated with the challenge of presence is the challenge of divided loyalty.

The Challenge of Loyalty

Another cardinal rule of supervision is:

"Build skills, earn trust, but require loyalty."

Job coaches and enclave supervisors work at least part of each day for two corporations - the host employer and the rehabilitation facility. The production component of their jobs must meet the expectations of the host, while the rehabilitation component must meet those of the facility. To say the least, the stage is always set for potential conflict.

In supported employment, commitment to an organization is hindered by the employee's dual roles and responsibilities and the accompanying blurring of agency boundaries. Job coaches and employment specialists work for one agency, the rehabilitation provider, at one site and under the immediate observation of another agency--the business employing the supported employee.

Facility supported employment program supervisors respond to this challenge by:

1. Training coaches to hold their ground and maintain their roles as trainers as part of their initial orientation before they go to the first job site.
2. Visiting the coach several times during the first few weeks at the site and quickly meeting with the host representative if needed to clarify roles.
3. Calling the coach frequently.
4. Providing a desk and work space at the rehabilitation agency for the job coach.
5. Assisting with clerical needs and paperwork in a timely and productive manner.
6. Establishing regular (weekly or monthly) staff meetings for job coaches.
7. Providing informational memorandums and state-of-the-art materials to assist with training needs.

Which of these is your organization currently doing? _____ Which have potential? _____

A significant number of program supervisors report that the issue of divided loyalties becomes particularly acute in long-term enclaves. As time passes, there is a tendency to forget about the enclave unless there is a problem. Contacts between the facility and the enclave become fewer and fewer as the enclave successfully integrates into the host corporation. As the enclave becomes more integrated, the corporate loyalty of the site supervisor is severely tested.

The issue of loyalty needs to be examined, since it relates to turnover.

To make sure that loyalty remains with the facility and to the workers with disabilities, supported employment program supervisors are:

1. Periodically, rotating site supervisors between enclaves and job sites to disrupt any transfer of allegiance.
2. Maintaining daily contact with enclave personnel.
3. Rotating consumers through the enclaves so that site supervisors never get a chance to forget their training role and consumers don't get trapped into limited options and opportunities.
4. Including enclave supervisors in facility training programs and planning activities.
5. Maintaining office space and secretarial help at the rehabilitation agencies for enclave supervisors.

When loyalty to the rehabilitation facility is not maintained, site supervisors may switch allegiance to the host corporations and be hired in another capacity by these corporations. Since corporations may provide better salaries and career ladders, this is understandable. However, the impact on turnover rates and resources which must be allocated to training makes this inefficient for rehabilitation providers. What is your turnover rate? _____

Is staff loyalty a concern? _____

The Challenge of Personnel Retention and Turnover

According to the RSA Panel of Experts, excessive turnover rates are the greatest threats to effective extension and development of supported employment services. The current situation may be just a glimpse of the future. If the workforce predictions of the U.S. Department of Labor contained in *Workforce 2000* (Hudson Institute, 1987) are accurate, *competition to recruit and retain talented new workers will only increase in the years ahead.*

A recent NARF national survey (NARF, 1989b) reports:

- Job coach positions turn over at least once a year on average.

- o Turnover in small non-accredited facilities is far worse than in large accredited facilities in the first year of employment.

- o Many job coach positions are filled three or more times a year.

These findings were confirmed by Wehman's analysis of the OSERS Twenty-seven State Demonstration Projects and the status of supported employment for the nation (Wehman & Melia, 1990).

Continued excessive staff turnover poses a major challenge to supported employment program supervisors because it:

1. Robs the program of the gains only experience can bring.

2. Forces almost continuous recruiting and replacement which is time consuming and expensive.

3. Negates the long-term capacity building value of staff training.

4. Equates with instability in the eyes of consumers and employers.

5. Consumes supervisory resources which could have gone into program development.

6. Confirms the image of human services as a transitional non-career field.

Supported employment supervisors are responding to the challenge of direct service turnover by:

1. Determining acceptable turnover rates for each supported employment position in each service model in their programs. Your acceptable rates? _____

2. Identifying key positions where low turnover is most desirable. Yours: _____

3. Examining personnel profiles to identify the types of applicants which tend to stay longer, or to leave most frequently. _____

4. Reviewing the impact of corporate policies upon turnover. _____

5. Revamping recruiting and orientation programs to make them more honest and effective. _____

6. Providing more training and on-site support to new hires. Feasible? _____ How? _____

7. Paying annual bonuses for longevity in position equivalent to the cost of recruitment. Feasible? _____

8. Providing tuition reimbursement for adult education, G.E.D., undergraduate and graduate courses for direct service personnel. Feasible? _____

9. Monitoring workloads to avoid premature exhaustion and burn-out. Feasible? _____ How? _____

10. Supporting flex-time and part time work schedules. Feasible? _____ How? _____

Another one of the programs featured in **Exemplary Supported Employment Practices** (NARF, 1989a) is **ASETS: Alaska Specialized Education and Training Services.** ASETS has focused extensively on skill building in its development and expansion of supported employment. ASETS has provided supported employment services since 1985, when 80 individuals were served in its facility program. At the present time, 83% of ASETS' resources are allocated to supported employment involving adults with developmental disabilities, chronic mental illness, and dual diagnosis.

ASETS' approach to skill building begins with its recruitment approach, which includes finding people with good "people skills" who also are open to learning new things, as well as meeting educational and technical criteria. Staff usually receive a week of inservice orientation, including information and training regarding individual habilitation plans, site visits, behavior modification, the family teaching model, and role play.

Following the orientation, new staff are paired with an experienced job coach. ASETS has a full time staff developer and a comprehensive curriculum that was developed through incorporating features from a variety of programs. The value of skill building is not limited to "front line" staff. Dr. Ward's advice for other executives considering wider implementation of supported employment includes "pre-teaching to three major groups: vocational staff, board of directors, and residential staff." (NARF, 1989a)

Differentiated Staffing

Obviously, the management issues surrounding staff turnover are complex. Perhaps the job coach position needs to be reconceptualized to provide greater staff stability. The current mix of traits required of job coaches means that they are expected to function as consultants, managers, supervisors, and employees--often in entry level positions. Further information on differentiated staffing models is needed to assist with administrative implementation of supported employment.

Welsh (1989), in a review of job satisfaction of supported employment specialists, determined that 68% of the supported employment specialists surveyed were dissatisfied with career advances. Splitting the intensive training and follow-along functions is one possible strategy to differentiate the higher level skills required for job development and initial training with the more repetitive and often less demanding follow-up procedures.

Adding to staffing difficulties are the idiosyncratic situations which require special treatments. In some instances, follow-along may be more demanding than initial placement. An example may be a supported employee with long-term mental illness. The employee may learn the initial task fairly easily and then experience problems after supports are faded and the periodic nature of the disability creates a sabotaging effect at the work site. This may create a need for highly skilled negotiations with employers and the supported employee. Smooth talking, confidence, and the ability to juggle employer and supported

employee concerns usually are essential during such crises. These latter skills often are acquired through experience and job maturity, something which most job coaches lack. Do you use differentiated staffing or is it feasible? _____ _____ The outcome? _____

A Proposal for Differentiated Staffing by Functions

Perhaps a better solution than adopting a fixed model of differentiated staffing can be derived by analyzing the job coach duties at individual sites. Such an analysis should include a comparison of the specific components needed for managing/supervising tasks versus those of a more repetitive, less skilled nature. Figure 1 presents such an analysis.

MANAGERIAL FUNCTIONS

Developing
Creating
Organizing
Problem Solving
Negotiating with Employers, Families, Agencies
Data Analysis and Evaluation
Crisis Intervention
Handling Exceptions to the Rules
Determining Fading Schedule
Identification of Concerns

STAFF

Routine Instructions
Routine Instructions with Supported Employees, Consultants, and Employers
Routine Job Modification
Routine Feedback to Supported Employee, Reinforcement
Routine Data Collection
Routine Reports to Families and Supervisors
Skills that are Dependent on Following Rules
Routine Follow Along After Fading
Identification of Concerns

FIGURE 1 JOB COACH RESPONSIBILITIES

NARF's visit to exemplary projects (NARF, 1989a), revealed that many programs obtaining good outcomes are employing one supervisor of supported employment who has a master's level degree, with only some of the direct training personnel holding bachelor's degrees. Such a staffing plan could facilitate the effectiveness of splitting managerial decision making and direct training/on-site-supervision. Relevance to your organization:_____

_____

After completing an analysis of functions as in Figure 1 (analyses may vary due to the specific job coach situation), the next step in determining how to allocate staff resources and split functions is to consider the amount of time typically spent on each function and the typical times during training that the circumstances require one set of skills versus another. See Figure 2.

MANAGERIAL FUNCTIONS

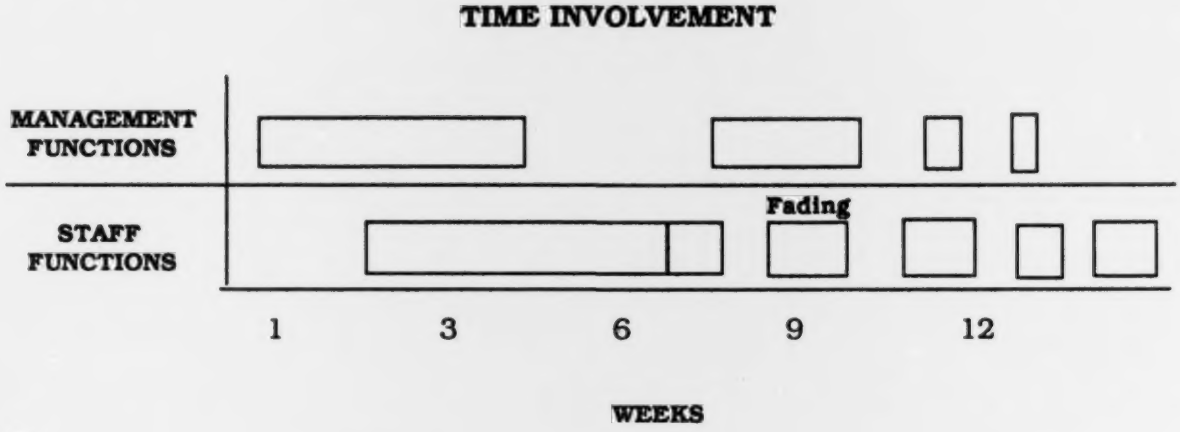
Developing	up front-could be a separate job developer	
Creating		
Organizing	initial task/job analysis (could be a mid-level position)	
Problem-solving	some initially - then periodically need random checks as well as staff identfication of needs	1st few weeks
Negotiation with employees, families, agencies	initially up front and then periodically	
Data analysis	weekly review	
Crisis intervention	how can crisis be identified ahead of time?	
Handling exceptions	periodic	
Determine fading schedule	at time of fading - first 1 to 3 weeks of fading	

STAFF FUNCTIONS

Routine instruction	After 1st 1 to 2 weeks
Routine interaction with supported employees, coworkers, and employers	
Routine job negotiation	
Routine follow up	
Routine data collection	
Routine follow along	After intial follow along

FIGURE 2 EXAMPLE DIFFERENTIATED STAFFING

The differentiated roles described in Figure 2 are portrayed according to a typical implementation schedule in Figure 3.



Initial activities of developing jobs (as listed in Figure 2) involve greater managerial skills. The routine aspects of training then involve staff-level skills. Managerial involvement becomes greater at time of fading, then again slacks off and staff handles routine follow-up. Managers remain available for unusual circumstances, emergencies, etc.

FIGURE 3 EXAMPLE OF TIME INVOLVEMENT

The foregoing analysis points out one higher level skill that the staff members who function as trainers on a routine basis will need in order for that structure to work: *knowledge of potential problems that may require intervention.*

Figure 4 presents an initial listing of the problems indicating the possible need for intervention; such a checklist could be used in training the job coach. *Such a procedure should increase the success of using less skilled trainers through reducing the number of skills required of an individual trainer.* With such an operational procedure, the on-site job coach will not need to know how to intervene, but rather when to initiate a consultation regarding a possible intervention. When contacted, the supervisor then can make the necessary decisions about interventions, including whether or not the job coach will implement the intervention or if he/she needs additional training to carry out the intervention. If necessary, personnel with the requisite skills can be reallocated.

Supported employee behaviors

_____ social behaviors which endanger self or others

_____ criminal behaviors

_____ behaviors which interfere with the work and productivity of others

_____ bizarre, socially unacceptable behaviors (consider: inappropriate sexual behaviors)

_____ noncompliance, refusal to work or accept direction from supervisors

_____ attendance, tardiness problems

_____ return to specific behaviors identified as improper for the individual

_____ verbalization indicating depression, suicidal state, paranoia

_____ supported employee verbalizes that he/she is planning to stop taking medication

_____ decreased productivity

_____ increase in errors

Changes in attitude

_____ withdrawal

_____ frustration with work

_____ frustration with events outside of work (home, social life)

_____ doesn't want to work

_____ dislikes job

Changes in environment

_____ new coworkers and indication of problem

_____ new supervisor

_____ new living circumstances - changes regarding family or home living situation

_____ problems with transportation

_____ problems with money management

FIGURE 4 CHECKLIST FOR STAFF: WHEN TO CONTACT SUPERVISOR

A Supported Employment Example

During NARF's site review of exemplary practices, Mary Jo Snell, Director of **AVATRAC**, explained the procedures AVATRAC used in conversion to supported employment. Their implementation included obtaining staff commitment to the concept through sensitivity/awareness training and allowing time for many discussions of the values/beliefs behind supported employment and the specific concerns of the staff throughout the transition period. That strategy appeared to be working well in 1989, after three years of operations. However, reports from Ms. Snell this past spring, nine months later, indicate that staff turnover is now becoming a concern (Snell, 1989).

Ms. Snell's analysis of the situation is that two major factors are influencing staff turnover (1) some staff are seeking higher level management positions and are becoming bored with the routine and the demands of daily job coaching and (2) some staff have tried job coaching and would prefer to return to work more similar to the circumstances for workshop supervision and training. AVATRAC had previously created a differentiated staffing model with many specialized supervisory positions carved out and filled, leaving few options available for additional career ladders. Some of AVATRAC's highly competent staff are being hired by other agencies, at higher salaries and positions of responsibility, creating a further burden for AVATRAC. AVATRAC is turning to more employee benefits, staff training at regional and national conferences, staff presentations, and other procedures to create positive identification with AVATRAC. Implications for your program? _____

The Challenge of Complexity

Special Populations. Results of NARF's 1989 survey of supported employment indicated that about 27% of the individuals served had a diagnosis of chronic mental illness, 25% were diagnosed as severely mentally retarded and about 11% were identified as traumatically brain injured. Profile of your consumers:

_____

In the past, many rehabilitation providers served primarily individuals with mild to moderate mental retardation. Staff should be skilled not only in training in integrated settings, but in the application of training technologies to individuals with widely varying needs. A part of any training effort should be application of supported employment to people with a variety of disabilities.

Working with various populations is not only a training, but also a management issue. Managers need to understand the differences in supported employment for persons with developmental and other disabilities. Such information is required for adequate estimation of costs and resource and staff allocations as well as quality controls. Supervisors also need to know more about the various disabilities in order to provide adequate supervision to staff with differing responsibilities. Is this a concern for you? _____

Persons with long-term mental illness often will need less assistance with doing the task and more with operating within the social milieu of the particular workplace. Individuals with brain injuries will most likely need mnemonic devices; support regarding the logistics of responding to a variety of environmental demands, including sequencing of operations; and support regarding judgmental decision making. Both groups may require assistance with their interpretations of events that happen in the workplace and with procedures for adaptive responding. Relevance to your organization: _____

Job coaches must have strengths in the areas of concern rather than only in how to instruct through task analysis, incremental chaining, and repetitive drill. While there are areas of overlap and while people with cognitive disabilities also may need assistance in social adaptation, care must be taken either to employ individuals for job coaching with the right set of skills or to assure that the appropriate staff training occurs and that the job coach becomes skilled and has mastered the needed set of strategies. Relevance? _____

_____

Job development for an individual with high cognitive skills, previous experience in a white-collar job, and long-term mental illness often takes longer than for individuals without this combination of skills, experience, and disabilities. Unless the agency has a history of working with these individuals and locating the appropriate jobs, job development may take three to four months compared to two to four weeks which many agencies are reporting for individuals with developmental disabilities. Managers will need to be able to predict this expense and determine how to cover these costs. Further complicating the situation is the tendency of funding agencies not to cover job development expenses but rather to reimburse agencies on the basis of hours of direct contact and training. Your situation: _____

Supervision of Supported Employment from a Facility Base

Supervision of community-based supported employment programs is a complex activity unique in traditional facility-based programs. Supervisors must deal with multiple job sites, diverse work schedules, detailed tracking of services provided to consumers, and the many other factors previously discussed. To make their programs work, supervisors look to technology for some of the answers.

A facility in Virginia developed computer programs to track the time of each staff person and each consumer in six minute intervals. It knows how many minutes of task training, socialization training, mobility training, and advocacy is

provided each day by every job coach and site supervisor to every consumer. The computer then correlates the reported activities to the discreet goals in individual goal plans. Feasible? _____

A facility in Wisconsin uses a computerized scheduling program to assure that the maximum amount of services possible are provided to consumers each day.

Another facility uses a program developed for the local paratransit program to continuously redesign its van routes to get consumers to and from enclave sites as quickly and economically as possible.

A number of inexpensive software programs are available to track services and prepare billings. Feasible? _____

A facility in New York uses free "public domain" software to operate a computerized bulletin board. The board allows coaches to upload data, and reports twenty-four hours a day and seven days a week. Another software program allows the facility to run the bulletin board on a computer and use the computer for other purposes at the same time. Feasible? _____

However, *technology is not the only place where supported employment program supervisors are finding answers* to the challenge of complexity. They are finding new ways to organize staff to share opportunities and responsibilities.

Some facilities are reconfiguring their supported employment personnel into *comprehensive teams* which address the multiple functions of training, case management, and follow-along. The teams set goals, divide the work to be done, serve the consumer, and perform their own quality assurance checks. This structural change allows the program supervisor to supervise comprehensive teams rather than individuals. Feasible? _____

Other facilities are *restructuring their personnel by function*. They create training teams, case management teams, and follow-along teams. Each team performs its function for every consumer in supported employment. In this case the supervisor deals with functional teams rather than individuals. Feasible? _____

These two approaches reduce the complexity of the job of the program supervisor by clustering staff into work groups.

Other facilities are dealing with the challenge of complexity through *specialization*. They focus on serving only consumers experiencing specific types of disabilities. Others focus upon creating work opportunities in specific industries. These facilities reduce complexity by more narrowly defining their markets. Feasible? _____

The key to these responses is innovation based upon the flexibility to rethink the ways by which work is performed and goals are attained. Old answers are often inadequate to these new challenges. As they break new ground, program supervisors face the challenge of uncertainty.

CHAPTER 6

THE CHALLENGE OF UNCERTAINTY

Since the early 1970s there have been few major changes in rehabilitation at the facility program level. The service mix of vocational evaluation, adjustment, work training, job placement, and sheltered employment remains intact. The challenge for twenty years was to provide these services to consumers with an ever expanding range of disabilities. To the original service population of adults with mental retardation, facilities added other developmental disabilities: blindness, mental health, physical disabilities, learning disabilities, and head trauma consumer groups.

The customers changed, but the services remained essentially the same. Facilities modified some procedures, acquired some new skills, and maintained the programs and service models they knew well.

Supported employment is the first major change which requires fundamental alteration in the actual services facilities provide. As such, it asks facilities to chart new waters and to face uncertainty. The obvious changes are:

1. Services become time limited with no assurance of extension, or of another service to provide as a back up.

   In the past, if evaluation did not identify a job, we referred to adjustment training. If adjustment training was not successful in making a person job ready, we referred to sheltered employment. If a person could not produce adequately in sheltered employment, we referred to long-term extended sheltered employment.

2. Success or failure is easily assessed.

   The success or failure of the traditional continuum of services was difficult to measure because of their many goals. In supported employment, the consumer either keeps the job or loses it.

3. The work is performed in public places.

   Relatively few people other than other rehabilitation professionals ever saw rehabilitation at work in our facilities. Services were unseen and unquestioned by the general public. Supported employment exposes us to everyone.

4. Continuation of support in follow-along is contingent upon the success of initial training. Movement between services is based upon success, not failure.

   Failure in one facility-based program usually leads to entry into another one. When a supported employment training program fails, facilities must try to make it work again at another site. Often, there is no slot to return to in the facility and no follow-along support available. Programs are on the line to make training work.

5. Expectations are high for success.

   Funding sources, advocate groups, and the media all are lined up behind this service model despite its newness and the lack of performance data to justify all the expectations which surround it.

6. We have no track record to which we can compare performance.

   This is the first large scale effort to apply the "place and train" approach to the vocational education and employment of people experiencing severe disabilities. We have nothing on record to which it can be compared.

7. The rules of the game (policies and regulations) are being written while we play the game.

   See the previous section on mid-level management and regulations. One supervisor compared the current situation to building a supersonic plane while in flight between New York and Paris!

As a result of the newness of the model and the uncertainty that surrounds it, referral sources and providers hedged their bets. Mason and Wehman each report that a very small percentage of those successfully placed through supported employment demonstrations have severe disabilities. The majority of those placed have mild and moderate degrees of mental retardation.

As long ago as 1973, the On-the-Job Training Project of the ARC-US reported an 85% success rate in finding jobs for this population. The ARC results are similar or greater than those reported by supported employment demonstrations. In essence, *facilities and referral sources selected a population they knew would do well*. **By so doing, they greatly reduced the uncertainty of initial success.**

The Challenge of the Long-Term

However, *there remains uncertainty about the long-term retention rates* of those placed in supported employment. And there is confusion surrounding the provision of training services for subsequent jobs. Chernish (1989) reports that careful analysis of the outcomes of the Twenty-seven State Demonstration Projects indicates that almost 100% of those placed will be unemployed *at least once* within four years of the initial placement. Furthermore, as many as half of the supported employees will lose three or more jobs within four years.

Program supervisors must find ways to provide the extensive training often required after the first supported placement. Funding sources are unclear as to their responsibilities. Old patterns of behavior do not change over night. Consumers change jobs for a variety of reasons and expect the facility support promised by supported employment.

Program supervisors are coping with the challenges of retention and retraining by:

1. Obtaining funds from consumers through use of the ERWE and PASS provisions of recent amendments to the Social Security Act. Feasible? _____

2. Collecting fees from employers for the placement and training they provide. After all, every business trains its own workers and knows how expensive it is! Feasible? _____

3. Working closely with their local rehabilitation counselors and DD agency case managers to make periodic re-referral an accepted habilitation practice. Feasible? _____

4. Building strong natural support networks at work sites which will get supported employees "through the rough spots". Feasible? _____

It is at the program level that the true impact of the Federal/State/Facility Partnership is felt. Its strengths and limitations are clear to supported employment program supervisors.

As NARF hears from more and more of its member agencies and learns of the innovation and creativity they bring each day to their programs, it becomes clear that *the future of supported employment depends upon their flexibility and their ability to put the consumer first.*

NARF has prepared an instrument to assist supported employment programs in their identification of problems and difficulties which may be negatively impacting their supported employment programs. That instrument is presented along with directions in Appendix A.

SUMMARY

In this section we examined the challenges which confront supported employment program supervisors. They are challenged by high turnover, high expectations, and high complexity. They respond with creative use of technology, and flexible application of human resources. They may not have all of the answers. But, to the degree that supported employment works, they deserve much credit.

This publication has not answered all the questions that might be posed concerning supported employment management. What it has done is describe supported employment from a management perspective and provided a format for assessing one's current operations and verifying the feasibility of alternative strategies to facilitate program administration. The diagnostic checklist in Appendix A should prove useful for summarizing the current status and problems of supported employment.

Now that you have completed this monograph, in regard to your unanswered questions, NARF advocates: listing the issues, contacting us or other experts, and continuing to problem-solve through dialogue, collaboration, and implementation of creative approaches to achieve the desired outcomes. NARF also is preparing several follow-up publications to assist administrators as you review and improve your supported employment programs.

APPENDIX A

SUPPORTED EMPLOYMENT SELF-DIAGNOSIS

Agency: _____
Date: _____
Evaluator: _____

Directions: Check appropriate items. Note problems in the space to the right. Rate each as: + good-excellent; o satisfactory; - needs improvement

Vision

_____ Current
_____ In step with: ___ market/trends ___ consumers ___ funding sources
_____ Developed by: ___ executive director ___ staff input ___ consumer input ___ family input ___ employer input
_____ Communicated to: ___ staff ___ managers ___ consumers ___ families ___ employers ___ funding sources
___ the "potential" market ___ community-at-large
_____ Review procedures in place to keep the vision: ___ up-to-date ___ in step with trends

Implementation

List Facilitating Factors

List Retraints

Problems:

At the consumer level

_____ adequately trained
_____ good job-match
_____ types of jobs
_____ wages
_____ hours worked
_____ benefits
_____ consumers served (#)
_____ consumers served (level and type of disability)
_____ working conditions (safe, friendly, desirable schedules, environments)
_____ coworkers (opportunities for social interaction, helpful, friendly)
_____ exercise choice/decision making skills
_____ provisions for upward career mobility and job shifts
_____ ability to impact or bring about needed changes
_____ is consumer satisfaction routinely monitored?
_____ consumers receive appropriate supervision (not too much, too little)
_____ fading of supports and transition made to extended services at the appropriate time
_____ consumer is aware of impact on SSI/SSDI and has expressed preference
_____ consumer preference regarding impact on SSI/SSDI is followed
_____ when consumers and family/significant others disagree, preference is given to consumer self-determination

At the staff level

_____ adequate training
_____ adequate supervision
_____ obtain good results for consumers
_____ have necessary technical skills
_____ have necessary communication skills
_____ motivated to perform
_____ adequate salary/incentives
_____ adequate working conditions
_____ procedures in place for continuous skill development
_____ feel valued
_____ accepted by coworkers (both agencies and employer-of-hire for supported employee)

SUPPORTED EMPLOYMENT SELF-DIAGNOSIS

_____ good relationship with employer and company coworkers
_____ ability to impact or bring about needed change
_____ consumer self-determination is followed with responsible teaching/communication of possible negative consequences and resposible safeguards
_____ adequate assessment skills
_____ adequate data collection/monitoring skills
_____ well-organized
_____ necessary attention to "job-related" needs (transportation, medical, family)
_____ detects problems quickly and implements needed action
_____ adequate understanding of disabilities and the impact on employment
_____ uses non-instrusive training/supervision as much as possible
_____ effective planning
_____ effective time management
_____ consumers indicate satisfaction with training/supervision
_____ ability to fade effectively and transition to extended services
_____ adequate staff to meet supported employee needs
_____ knows when to contact supervisor

At the mid-manager (supervisory) level

_____ adequate supervision of direct service staff
_____ understands and promotes vision
_____ good problem solving skills
_____ ability to perform tasks/train subordinates
_____ good working conditions (hours, environment, attitude)
_____ handles problems quickly and effectively
_____ good communication with employer and staff
_____ adequate pay
_____ good working relationship with community employers
_____ good communication with parents and families
_____ good working relationships with related agencies
_____ uses needed negotiating skills
_____ contributes to and manages implementation of plan for staff development/training
_____ assures necessary involvement of executive director
_____ good ability to evaluate the situation and implement effective alternatives
_____ has adequate knowledge of needs and staff availability to make good hiring decisions
_____ has developed plans for staff retention
_____ adequate supervision of data collection/monitoring
_____ promotes effective self-evaluation of agency
_____ good understanding of needed allocation of resources given budgetary contraints
_____ impacts and brings about needed changes
_____ effective planning
_____ effective time management
_____ ability to identify obstacles and take needed action

At the executive director level

_____ helped create vision
_____ dedicated to vision
_____ absence of conflicting roles within agency
_____ implements change proactively
_____ communicates effectively/efficiently with staff
_____ listens intensly
_____ negotiates with collaboration
_____ can impact funding sources
_____ keeps board informed, involved
_____ delegates effectively

SUPPORTED EMPLOYMENT SELF-DIAGNOSIS

_____ can access needed revenue
_____ adept at managing cash flow or delegating this responsibility
_____ ability to impact or assure needed changes
_____ effective planning
_____ effective time management
_____ ability to identify obstacles and assure needed action
_____ operates with the confidence of the board, parents, and staff

---

For this section do not use +, o, -. Instead check appropriate items. (✓)

At the employer and business level

Employer Attitude:
_____wholehearted agreement with the vision
_____ uncertain, but willing to try
* _____ agrees , however, with reservations, restrictions
* _____ not interested in the vision, but rather the labor supply
* _____ the attitude of the employer (positively/negatively/does not) impact the work site and coworkers involvement
_____ the agency has provided necessary awareness/sensitivity training to employer and coworkers

Employer Behavior:
* _____ is not involved
_____ is active in trying to reach new heights, promote better practices
_____ is contributing (time, money, energy, company resources) to supported employment
* _____ is resistant and resistance interferes with implementation
_____ has facilitated changes in company policy to accomodate needs
_____ has shared costs of modifying equipment, the worksite, or operational procedures
_____ communicates leadership and agreement with the vision of supported employment

At the level of the employer's supervisors and coworkers

* _____ attitude (facilitates, hinders, doesn't impact) success of supported employment
_____ actively promotes supported employment
_____ proactive in implementation to assure integration and success
_____ considers only worksite needs/concerns
_____ facilitates integration beyond the worksite into the community
_____ friendships are developed and developing
* _____ provides too much support
* _____ negative attitudes towards persons with disabilities
_____ staff have received necessary awareness, sensitivity training

---

Return to use of +, o, -

At the level of parents and significant others/residential staff

_____ were involved in decision to enter supported employment
_____ were given opportunities to expssress concerns, preferences
_____ understand and agree with supported employment
_____ understand the impact on SSI/SSDI
_____ agency is responsive to consumer and family concerns regarding SSI/SSDI
_____ consumer and parents/significant others are in disagreement
_____ attempts are made to locate a job with consideration of demands on home situation
_____ family/home living personnel cooperate in scheduling doctor's appointments, vacations, with minimal disruption in consumer's work

Summary of difficulties:

* "✓" indicates possible problems for this section * items only

SUPPORTED EMPLOYMENT SELF-DIAGNOSIS

Level of difficulties:

___ executive director ___ mid-manager ___ staff ___ consumer ___ parent/family
___ employer ___ coworker ___ company supervisor

Nature of difficulties:

___ vision ___ implementation ___ skills-related ___ attitude related ___ consumer satisfaction ___ collaboration ___ organizational ___ development/staff training
___ administrative

Impact of problems:

___ no impact yet ___ organizational conflict ___ poor services ___ poor outcomes for consumers ___ unsatisfactory job placements ___ unsatisfactory consumer performance
___ consumer dissatisfaction ___ family dissatisfaction ___ employer dissatisfaction
___ staff turnover ___ administrative dissatisfaction

Three proposed recommendations:

1.

2.

3.

Evaluate the effects of the three recommendations, then estimate the amount of time required to impact problem:

	Effects	Amount of Time
1.		
2.		
3.		

Proposed priority of implementation of recommendations:

Proposed date for reevaluation: _____

Interpretation and Use

The Supported Employment Self Diagnosis checklist is designed to measure the sucess of supported employment and to help identify concerns. The evaluator should be able to pinpoint concerns, who is impacted, and the extent of the problem. From this basis the evaluator pinpoints solutions and decides upon priorites for implementation.

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